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ABSTRACT

Rigid entrance requirements and lack of recruiting have curtailed job opportunities for the disadvantaged in state and local government employment, perpetuating both unemployment and manpower shortages. This project is an attempt to improve the employment opportunities of the disadvantaged and develop a model program and model civil service laws to act as guidelines for personnel departments. In addition to summarizing project activities and relevant Federal guidelines, the report includes 10 case studies based on data gathered in site visits, supplemented by supporting material from the departments involved. (BH)

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Public Employment

Reference File No. 9

and the Disadvantaged

CASE STUDIES

In Public Jobs for the Disadvantaged

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NATIONAL CIVIL SERVICE LEAGUE, 1028 CONN. AVE., N.W. WASHINGTON, D. C. 20036

NATIONAL CIVIL SERVICE LEAGUE

A public personnel system that is responsive to and relevant to its times . . . work for this ideal has been the National Civil Service League's mission since it started in 1881. The NCSL organized to halt the rampant corruption produced by the patronage system of government appointments.

When a disgruntled office seeker killed President James A. Garfield in 1881 the country became as alarmed as the national leaders—such as Theodore Roosevelt and Carl Schurz—who founded the NCSL. Spurred by NCSL leadership, Congress passed the first national civil service law—a law drafted by the League—which decreed that public appointments were to be made according to the applicants' merits.

Over the years, the League has fought for better government via the installation of the merit system nationwide. Today we point proudly to the 36 state governments plus hundreds of cities and counties which now hire according to merit.

The League continues to serve as a chief spokesman and mentor of the merit system. We stand for it, and we speak to its flexibility to meet public challenges and to provide a public personnel system that is truly relevant to today!

In recent months, the League has turned its attention to two areas of national concern: the growing shortage of personnel for government jobs, and the need of the distadvantaged for meaningful, "real" jobs. The League believes that each of these problems carries the other's solution. Yet civil service systems often seem designed purposely to frustrate the hiring of would-be employees.

The League believes that rules and regulations designed to facilitate the merit system in the 1890's or the 1930's do not necessarily serve the 1970's. Further, the League knows that many jurisdictions around the country—state, county and city—want to revise their personnel structures to fit today. But how, and in what direction?

It is to provide such leadership relevant to this age that the League developed a new project: Public Employment and the Disadvantaged. The League is working with public and private leaders in cities, counties and states to help bring the disadvantaged into public employ.

July 1970

This study was conducted and published on a grant from the Office of Economic Opportunity and the Department of Labor and a contract with the Department of Housing and Urban Development as part of a League project Public Employment and the Disadvantaged.

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CASE STUDIES
IN
PUBLIC JOBS FOR THE DISADVANTAGED

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PREFACE

The National Civil Service League was commissioned in 1969 by the Office of Economic Opportunity, the Department of Labor, and the Department of Housing and Urban Development to promote merit system employment and career opportunities for the disadvantaged in state and local government. The principal objectives of the project were to:

- develop for the disadvantaged productive, meaningful jobs within the career civil service of state, county and municipal governments throughout the country;
- encourage and facilitate the hiring of disadvantaged persons in jobs other than traditional service-type occupations;
- encourage and publicize improvements in recruitment practices, screening procedures, standards and selection processes that enhance employment opportunities for the disadvantaged;
- formulate a Model Program for Public Employment of the Disadvantaged, and a revised Model Civil Service Law which will encourage desirable changes in state and local civil service legislation.

Many standards and regulations which now control employment policy in state and local public services are products of a 1930 depression economy which created a surplus labor market. In several jurisdictions, over-rigorous entrance requirements are still being used and continue to screen out, rather than screen in, qualified applicants in a time of both high unemployment and critical manpower shortages for state and local governments.

In order to gather more explicit information on the extent of the problems or the advances made in employing disadvantaged in the public sector, the League conducted a series of site visits to state and local jurisdictions across the country. This information was supplemented by information received from governors' offices, mayors of large cities, directors of Community Action Agencies, other state and local agencies, interested organizations and literature in the field.

General information was sought in five areas:

1. improvement of outreach and recruitment techniques to hire the poor;
2. the removal of unrealistic entrance requirements for civil service jobs;
3. the creation of new entry-level opportunities with career potential;
4. the revision of tests and examinations to measure the abilities of the applicants; and
5. the development of training and upgrading programs for entry-level and low-level positions.

While the collected information has not always been as heartening as one would have hoped, it nevertheless has indicated a growing awareness of and concern for the problems confronting the disadvantaged and the germination of various unique and innovative programs designed to create, within merit principles, civil service systems that are more responsive and responsible to the needs of their disadvantaged citizens.

In this booklet, Section I offers highlights of activities in each of the categories listed above, as well as recent changes and recommendations regarding State Merit System Standards for grant-in-aid programs.

The Case Studies - Section II - present descriptions in greater depth of ten programs at the state and local level. The information for eight case studies was gathered from site visits to the respective jurisdictions with considerable assistance and supporting material from the departments involved. The "Michigan Story" is a first-hand account by the Personnel Director himself. The "Statement of Employment Policy: Port of Oakland" was provided to the League through the courtesy of Randy H. Hamilton, Executive Director, Institute for Local Self-Government, Berkeley, California. The policy statement was precipitated by the Institute's recent study of the personnel system of the port authority, and may serve as a working model for other jurisdictions seeking to implement change.

Both case studies and highlight information illustrate a variety of approaches which have enjoyed some success. They may suggest possible avenues of change for other jurisdictions tackling similar employment problems. Those jurisdictions selected have each faced difficulties of legal and administrative barriers, employee resistance, and budgetary restrictions, as well as the inexperience of dealing with the complex problem of disadvantaged persons. Yet they are worthy of mention, because each has been able to overcome or circumvent these difficulties to establish its program within the merit system structures.

Our observations of these and other programs to date would confirm that the development of meaningful employment programs for the disadvantaged in public service depends on at least two important factors:

- the provision of "real jobs" with career potential within the established government structure, as opposed to newly created appendages to the system which provide no hope of permanency or upward mobility;
- the involvement and commitment, from the beginning, of persons who are in a position to influence and control the system. This list normally would include political figures, personnel executives, program administrators, and, in particular, those in middle-management positions who carry out day-to-day operations.

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SECTION I

AREAS OF ACTIVITY

CHAPTER I. RECRUITMENT

Not only have the standard recruitment techniques for civil service (e.g., the posting of job announcements on personnel department bulletin boards) been totally ineffective in reaching the disadvantaged community, but over the years a credibility gap has developed between the promise of jobs implied in the vacancy advertisement and the actual accessibility of these positions to the poor. To overcome both these problems, several jurisdictions throughout the country have developed a variety of new recruiting techniques. Civil service systems in increasing numbers are applying the principles of good public relations and advertising to attract applicants from the disadvantaged communities, and the results are highly favorable.

In Connecticut, for instance, the Equal State Employment Unit within the Personnel Department has established a much more effective and personalized method of recruiting in the disadvantaged communities. Inner city branch offices were established in four major cities throughout the state and are open from 9 a.m. until 9 p.m. to accommodate the underemployed as well as the unemployed poor in the area. Staff members explain job requirements, screen applicants, assist with the application procedures and, where necessary, accompany the prospective candidate to hiring agencies. Each of these measures has helped to alleviate the fear, insecurity, and disbelief of the job seeker.

Oakland, California's Personnel Department recently experimented with the use of community groups as part of an intensified recruiting effort to reach as many minority group applicants as possible for the newly created position of parking and meter checker. A formal letter of invitation went to persons who, by virtue of job status or volunteer work in the community, could help recruit these individuals. The Personnel Department then held a follow-up meeting where they gave out information about the specific job opportunities, requested assistance in the recruitment effort, and solicited information about good ways to recruit in the disadvantaged communities. This campaign proved to be highly successful in realizing the city's recruitment goal.

More and more the city is beginning to use its local community organizations, as well as its service centers set up under anti-poverty programs, for recruitment purposes. In addition, the Personnel Director has encouraged his staff to attend community meetings in order to increase their understanding of the employment needs and problems in the area, and to increase the understanding of the community about jobs in civil service.

Without a doubt, Community Action Agencies, multi-purpose centers and other active neighborhood organizations in poverty areas have provided in recent years excellent entrees for civil service recruitment in disadvantaged communities. In Seattle, the multi-purpose center is the first to receive job notices. The center has hiring preference for four days before the job is advertised throughout the city.

One of the most extensive programs of community involvement has been undertaken by the New York City Civil Service Department, in order to improve upreach and recruitment in its poverty neighborhoods. The Work Programs Division in the Bureau of Recruitment and Community Programs is offering a variety of special services to community agencies. One activity is assisting organizations to distribute application forms and information regarding current job openings. The Division also publishes manuals for community organizations, such as "Advance," that explain the civil service structure, describe entry-level civil service positions and how one applies, and tell how these organizations and the city civil service can help in preparing disadvantaged persons for these job opportunities. The Works Program Division has also been organizing classes in how to prepare for examinations and providing staff training for community corporations and neighborhood groups so that they can continue the teaching on a self-sustaining basis.

Through the Three Faces of Government program, New York City's Civil Service Commission is participating in a joint effort with the federal and state civil service commissions to recruit in disadvantaged communities. The program distributes information through community meetings, career fairs and guidance and referral clinics on job opportunities in all three services.

In a similar fashion, centralized job information centers have been established in large metropolitan areas such as Harrisburg and Denver. They give out job information and application forms for current openings in city, state and federal civil service.

Jurisdictions are also beginning to develop very specialized recruitment techniques to fill types of jobs traditionally closed to the disadvantaged, and to reach particular groups within the disadvantaged population. Certain positions such as firemen, for example, have over the years had conspicuously poor minority group representation. Though job requirements have been revised to increase the employment possibility, there has remained distrust and lack of interest in competing for job openings. In order to get more disadvantaged applicants for firemen in Los Angeles County, the Department of Civil Service--with the assistance of a black consulting firm--launched an intensive recruiting effort to advertise the position. All types of news media were used including radio, television, ethnic and minority newspapers, and eye-catching posters and announcements, which were printed in both Spanish and English. Rather than describing the job or the equal employment opportunity position, the bulletin instead concentrated on the working conditions, stating salary and fringe benefits and the training and promotional opportunity. The consultants provided a list of minority organizations which were contacted in a mass recruitment barrage. Announcements for the examination itself were more personalized, and the examination process was speeded up in order to retain as many applicants as possible. The results were phenomenal. In 1968, out of 790 applicants, 15 had been members of minority groups; in 1969, after the intense recruitment program, 442 applicants out of 1900 were members of minority groups.

Through its Career Development Program, the State of New Jersey has initiated a unique program of civil service recruitment in its prison system which allows the inmates to file for and take an examination while still in jail. Where performance tests are required, the prisoner is permitted to go accompanied to the test site. Like other candidates, the prisoners are rated numerically according to their performance on the examination. Those passing are assigned positions on a certified list and remain eligible for employment for up to two years after the examination. When the prisoner's release date is not imminent, his name goes on an inactive register until about three months before his release is scheduled. Then he is placed on an active register in accordance with his rating.

Representatives from the Examination Division of the Department of Civil Service have been speaking to inmate groups in prisons to generate interest in this program. The response has been extremely favorable, as has been the cooperation of the Department of Institutions, and of the parole officers and social workers who act as employment counselors for the inmates. The program itself presents a significant break-through in the recruitment of a highly productive and qualified segment of the population which, too often, has been barred from civil service employment by arbitrary disqualification because of past offenses.

As the momentum to recruit and employ the disadvantaged in public service jobs has mounted, a number of cities and states have adopted broad policies which endorse and lend support to recruitment and hiring efforts in this area. In Pennsylvania, one of the most publicized projects related to the recruitment of minority groups has been the Affirmative Action Program, initiated in October 1968, within the Departments of

Health and Public Welfare. The purpose of the program is to recruit actively, hire and promote minority group persons in these agencies. The Affirmative Action Program has operated as an extremely effective quality control for equal employment opportunities, since it requires a justification for each personnel action which does not result in the hiring or promoting of a disadvantaged person. Other states, such as Michigan, have engaged in affirmative action programs to determine the number of minority employees and methods of increasing their numbers in state service. Research in that state has indicated that the most effective way to recruit minority group members has been through word of mouth, encouraging present employees to refer friends for employment opportunity.

Still other jurisdictions, such as the City of Toledo, have developed policy statements regarding minority group applicants. Toledo's not only affirms the city's policies and practices on affirmative action in recruiting and hiring, transfer, upgrading and promotion of minority group applicants, particularly Negroes, but also outlines the procedures by which this is to be carried out through the Mayor's Office, the Offices of the City Manager and the Office of the Civil Service Commission.

Gradually, jurisdictions are acquiring minority group specialists within their recruitment divisions. These persons have major responsibility for recruiting the disadvantaged and are generally hired on the basis of their rapport and ability to communicate with the target population and their sensitivity to the needs and problems of their client group. Washington State, Seattle, Los Angeles County, Connecticut, and Pennsylvania all have established such positions and are representative of a new concern and desire to develop recruitment techniques that will lead to the increased employment of disadvantaged persons in public service.

CHAPTER 2. TRAINING PROGRAMS FOR THE DISADVANTAGED

In-service training for professional and managerial classes has long been a civil service practice. It is only recently, since the advent of anti-poverty programs, that attention has been focussed on providing training for lower entry-level and subprofessional classes of work in order to recruit and hire the disadvantaged. Much of the impetus has come from the availability of federal funds to train disadvantaged persons in public agencies either for eventual employment there or for placement in private industry. The New Careers Program, more than any other, has provided a means for training and for building career ladders that lead directly to employment in public service agencies with the chance for eventual progression to professional-level positions in human-service areas.

The implications of mounting viable training programs for the disadvantaged (e.g., adequate in-service and formal educational training, counseling, transportation, day care, health and legal services) have obviously presented real difficulties, as has the lack of available monies. However, a growing number of jurisdictions are embarking on efforts in this area, either with the assistance of federal funds or solely with their own internal resources.

There seems to be no single formula or model for developing a training program for the disadvantaged in public service agencies. Several questions remain unresolved: the status and tenure of a trainee, salary and fringe benefits allotted to him, supervisory training for staff, and instructions in dealing with the disadvantaged, etc. Some jurisdictions have preferred to offer pre-job training, with temporary status and no assurance of employment. Others have opted to hire trainees as regular civil service employees with only the normal probationary period. As the following illustration indicates, each training program has been fashioned to meet the needs of the job, the trainee, the hiring agencies, and the jurisdiction as a whole. Many examples are only highlighted here, since they are explained in greater detail in the Case Studies, Section II.

Under its Career Development Program, the State of New Jersey has developed three training programs specifically to prepare disadvantaged persons for civil service positions: the Clerical Trainee Program, the Engineering Aide Program and the Human-Service Aide Program, the latter developed under the federal New Careers Program. Each program is preparing individuals for occupational areas characterized by both potential for upward mobility and continual manpower shortages. All three trainee positions use the concept of an "umbrella title" which can train the individual for a variety of entry-level unskilled and semi-skilled jobs. (See New Jersey Case Study.) A special handbook for clerical trainees has also been developed which explains civil service employment, rules, and regulations and fringe benefits of the job. To maximize the potential of its trainees, the staff of the Clerical Training center has also provided the necessary supportive services to participants by establishing liaison with social service agencies such as the Bureau of Children's Services, New Jersey Rehabilitation Center, etc. In addition to providing instruction for trainees, these clerical training centers, operating with funds from the Manpower Training and Development Act, also offer refresher courses to assist in the upgrading of regular staff.

The City of Los Angeles has used its Neighborhood Youth Corps and Special Impact Programs to give disadvantaged persons preparation for 18 entry-level classes such as clerk, gardener, caretaker, maintenance and construction helper and tree trimming assistant. On the basis of satisfactory completion of training, the standard experience and educational requirements are being waived for the enrollees. Thus far, there have been approximately 30 appointments of NYC enrollees in the clerical field. Of the 28 placements from the Special Impact Program, 20 have been in civil service.

Los Angeles County is training NYC enrollees as clerical workers and hospital attendants. The training program is conducted at the hospital. Eighty per cent of the graduates have been able to be placed in jobs because of the high vacancy factor. Presently, the six-month NYC experience substitutes for necessary experience to qualify for an attendant training program leading eventually to a supervisory attendant position and above. The New Careers Program in the county is training disadvantaged persons in positions within the Departments of Public Social Service, Probation, Hospitals, Health, Personnel, Community Services, Mental Health and Senior Citizens. Already, 150 of the first-year enrollees have been permanently employed. Various transfer opportunities are available to the new careerist within city departments, as he progresses up the career ladder. (See Los Angeles County Case Study.)

Seattle, Washington has operated a job trainee program for disadvantaged persons since April 1968. The program is run entirely on city funds and provides training for entry-level jobs such as equipment serviceman, auto machinist apprentice, engineering aide and pipeman helper. The training is distributed among city departments, each of which picks up the cost of training the enrollee. Both in-service and outside formal education are provided by the city for a maximum of four years, during which time the trainee must qualify for an entry-level position. The program, coordinated by the Department of Personnel, is actually a model of the apprentice program, with trainee positions structured on higher existing classes of work to allow progressive assignment to more responsible duties as skills are attained. (See Seattle Case Study.)

Pennsylvania has designed state-supported trainee programs for its clerical series and for the newly developed human-service aide series. In addition, the state has developed the title of state work program trainee for its federally-financed New Careers and NYC Programs. Although neither of these programs is designed to train specifically for civil service jobs, they have both provided preparation for state employment. Since 1966, 682 trainees have received civil service appointments. As an outgrowth of these two projects, the state developed a similar Commonwealth Career Program, using its own funds. From July 1968 to June 1969, this program placed 65 disadvantaged persons in civil service jobs. (See Pennsylvania Case Study.)

In Connecticut the major training effort for the disadvantaged has been The Governmental Assistant Career Program. All major state agencies were asked to develop specific job restructuring programs for their technical positions, in cooperation with the Personnel Department. Each agency has identified the duties and areas in which disadvantaged persons, from 18 to 35 years of age, can be selected, trained and upgraded for an eventual professional position. In no case has the Personnel Department sanctioned positions where a definite career ladder did not exist or could not be validly constructed. At least 100 positions have been identified with an appropriate one- to two-year in-service training program which will lead to a technical position paralleling the first professional level of that job category. The staff of the State Equal Employment Unit in the Personnel Department has recruited applicants through inner-city branch offices with the only qualification being a high school diploma or equivalent education or experience. Final selection is based on a totally new entrance examination which has been designed to measure a client's aptitude rather than achievement level. To launch the program, approximately 75 trainee positions were allocated to the Personnel Department in the fiscal 1970 budget. Once the trainee has successfully completed the program, he will then assume a permanently budgeted position with his assigned agency. (See Connecticut Case Study.)

Phoenix, Arizona now has six new trainee job classes in its civil service which were developed specifically to provide channels for disadvantaged persons to qualify for existing entry-level classes. These new positions are also intended to increase the number of qualified persons in some areas of labor shortage and help to upgrade those present employees who are currently underemployed. The new classes include clerical trainee, administrative trainee, technical trainee, public safety trainee, trades trainee, and service trainee. Given the diversity of positions and functions, the training period will vary according to the entry skills of the individual and the skill required to progress to the higher level classes. Therefore, the Personnel Department is working closely with other departments and agencies to establish the specific training programs as the need arises. Some of the classes will provide the trainee with a number of promotional opportunities. For instance, the trades trainee may qualify for a position as an automotive mechanic, a parks maintenance mechanic I, building maintenance man I, or building equipment operator I. Similarly, the technical aide could advance to store clerk I, engineering aide I, right of way aide, communications dispatcher, lab technician or communications technician trainee. Only the administrative trainee and public safety trainee class require high school diplomas or GED as an entry qualification; the trades trainee, by completion of training. While preferred, a high school diploma is not required for the clerical and technical trainee, and a service trainee merely needs the ability to read and write.

The City of Atlanta, Georgia, has been conducting courses in adult basic education for city employees. This upgrading measure will soon be supplemented with courses in test taking. Similarly, the City of Denver, in cooperation with the Opportunity School of the Denver Anti-Poverty Agency, is offering classes for city employees to prepare them for high school equivalency tests in order to improve their potential for advancement. In addition, other classes are regularly offered in skill development, including a popular course in preparation for promotion. These types of training programs offer needed assistance to many underemployed individuals who may be locked into dead-end jobs for lack of required educational or training credentials.

In conjunction with its Positive Action Program to increase employment of the disadvantaged, the State of Wisconsin has established a career worker trainee job class to bridge the gap between pre-job training provided in poverty programs, and full-time employment in the labor market. It allows the trainee to develop skills as an employee and at the same time perform essential work on the job. The class is authorized for use only when a department can identify specific existing positions or duties that provide appropriate work and supervision for the trainee, enabling him to gain valuable skills and good work habits. The job must also hold out a reasonably long-term career potential. An appropriate training plan is required for the trainee and also for the supervisor, fellow employees, and the career coach.

A trainee is hired through a competitive examination and, like all trainees, is on probation during the training phase. In testing procedures, every attempt is made to identify the applicant's ability and potential, with care to avoid examinations containing educational or cultural factors which might distort the evaluation of the candidate's abilities. Although prior training and experience may be broadly related to the training and experience required for the civil service position, emphasis in selection is placed on the applicant's ability, potential, maturity and motivation, rather than acquired skills.

The only qualification for entrance into the trainee program is completion of a pre-job training or work-experience program for the disadvantaged. Precisely because the program is designed as a bridge to regular employment for the disadvantaged person, applicants are limited to those referred by training programs, by counselors or by state poverty-related work-experience programs. Areas of employment include: office work, food services, maintenance, forest and park care, assistance to technical and professional personnel in laboratories, and community service and recreational programs. Each training program is individualized according to the nature of the job. The trainees receive regular salary commensurate with the level of work and classification of their positions. They also receive all fringe benefits of regular employees. As others in the classified service, they may advance through transfer or promotion.

In one important respect, Wisconsin's program has resolved a dilemma of many state and local jurisdictions--that is, whether to offer pre-job training to the disadvantaged or provide on-job training for skilled or semi-skilled work, leaving prior preparation to community agencies which are in the business of providing such specialized services to the disadvantaged. Its linkage of training programs allows the state and local communities to maximize very limited training resources.

The City of Salem, Oregon, used a New Careers approach when developing new entry-level positions in several of its city agencies by including training opportunities and a career development plan. For example, an individual can enter civil service as an engineering trainee and progress to technician and finally to civil engineer. The program has not only increased opportunities for the employee, but also helped to develop well qualified personnel for the city.

New York City's Department of Relocation has also developed a training program using the New Careers approach. With funds from vacant professional positions, the agency has employed community residents as relocation aides to perform outreach functions in its programs. The aide position requires no high school diploma or qualifying experience. Salary for the class is $5,000, and one-fourth of the employee's time is devoted to training and education. A relocation assistant, which is the next step in the series, receives an increase in salary of $500 and the same time-off privileges. As intermediate positions are established, it will be possible for the trainee to advance to professional positions such as senior case worker and real estate manager.[1]

The examples provided here are in no way exhaustive of the training efforts now being conducted for the disadvantaged by state and local jurisdictions throughout the country. Emphasis has been placed on those programs which have trained individuals primarily for employment in civil service rather than placement in the open labor market.

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[1] Nancy Rapoport, "New York City Public Service and the Disadvantaged," Journal of Administrative Studies, Fall 1969, pp. 19-20

CHAPTER 3. REVISION OF ENTRANCE REQUIREMENTS

All too often the disadvantaged, who are in fact qualified to perform the work, have been excluded from civil service employment because of unrealistic or over-rigorous job requirements. While it has been the intention of civil service systems to employ the best qualified applicants, on the basis of merit principles, requirements for positions have often failed to reflect changing conditions in the labor market or adjustments in the functions and duties of the jobs themselves. The required qualifications continue to mirror society's pressure for increased educational attainment and professional credentials. The unfortunate result has been the exclusion of a large and capable segment of the work force and the employment of over-qualified individuals in many lower level jobs.

For these reasons, the review and revision of existing entrance requirements and job qualifications should become an area of prime concern to state and local jurisdictions.

In Connecticut, unnecessary education and experience requirements are being reduced for existing classes. Twenty-four new and revised classes involving 32 positions in clerical, technical and human-service areas have been specifically designed to include the disadvantaged.

During the first two years of New Jersey's Career Development Program over 2000 job specifications were reviewed for unrealistic requirements. Superfluous educational requirements have been eliminated. For instance, for unskilled positions, the requirement now is simply the ability to read, write and understand English sufficiently to follow directions. This replaces an eighth grade educational requirement. Those jobs now requiring a high school education have been reviewed individually for possible substitution of equivalent education and experience, i.e., maturity. For local jurisdictions under state civil service law, a monthly job specification review meeting is now held to review, for unrealistic requirements, each job specification for which a test announcement has been requested. This process has prevented the accumulation of an unmanageable backlog for review and has assured that specifications accurately reflect the requirements of the job.

Through the efforts of the Division of Fair Employment in the Personnel Bureau in the State of Pennsylvania, job specifications for a number of classes, involving over 15,000 actual positions, have been reviewed and revised to remove unrealistic and prohibitive hiring requirements.

In Pittsburgh, the county and the city agencies have negotiated to waive high school graduation requirements for certain positions. The City of Los Angeles has succeeded in waiving educational and experience requirements for certain entry-level jobs for enrollees of its work experience and training projects (NYC and Special Impact Programs) on the basis of successful completion of the training program. It has also relaxed employment policies for these qualified trainees as to arrest records, parole and probation status and poor work history.

The State of Pennsylvania has also made inroads in revising its employment policies with regard to arrest records and convictions. Now applicants must report only convictions for criminal offenses other than minor fines and traffic violations. These will not necessarily exclude a candidate, but will be judged on an individual basis. Both the State of Colorado and the City of New York have also revised their policies with regard to arrest convictions. The Civil Service Commission in the State of Colorado no longer requires an applicant to report arrests that do not result in conviction and juvenile offenses. Nor can such information be used as the basis for rejection or negative consideration by the hiring authorities. On the other hand, information on convictions, particularly felonies, is considered relevant and is reviewed in relation to the nature of the offense and the type of job for which the individual is being considered. Conviction alone, however, is not automatically disqualifying, except for certain law enforcement or highly sensitive classes.

In New York City, it was found that large numbers of disadvantaged persons, particularly Negroes and Puerto Ricans, had indications of undesirability in their backgrounds which had traditionally disqualified them from public service: police records, illegitimate children, poor credit rating, marital problems, etc. The City Civil Service Commission has acted to eliminate the use of these factors as predictors of future performance by: no longer prohibiting employment of persons on parole or probation; permitting persons convicted of most crimes to compete for civil service positions; eliminating personal history questions on applications regarding arrest, social status and acts of relatives; and by establishing a general policy which calls for judging an applicant on the basis of current fitness and ability for a certain job rather than against absolute standards for all positions.

A study is also under way to correlate employee job performance with his background, by matching two employees of similar age, position, intellectual capability, ethnic group and other similar characteristics, one with previous legal and academic problems, one without. These individuals will be compared for initiative, responsibility, leave records, general performance and so on. The purpose of the study is to try to find out whether those with past difficulties can perform at the same level or higher levels if given the opportunity to prove themselves.[1]

Recruitment problems motivated the revision of requirements for positions of building maintenance engineer in the City of Oakland. Previously the position had required four years of experience and high school graduation. The new requirements have been lowered to two years of experience and high school graduation. The city is also reducing minimum educational requirements by using, where appropriate, equivalencies of experience for education on a 2-1 or 1-1 basis.

The County of Los Angeles has removed the prerequisite of high school graduation as an entrance requirement for many of its civil service classes. Within the last two years, the City of New York eliminated high school requirements for its clerk positions. In 1968 the City of Denver changed its civil service rules to allow waiving of educational requirements for jobs specifying high school or less. This includes 158 job classes which cover over half of the career service employees. All but a few of the city's job classifications have substituted a phrase on minimum qualifications which reads: "or any equivalent combination of education and experience." The city has followed a liberal policy on substituting related experience for any educational deficiency.

There is a multitude of more subtle factors which, though not deliberately, may automatically exclude minority group applicants and other disadvantaged persons. In this regard, New Jersey's local jurisdictions that operate under state civil service recently have been given permission to lower the height requirement for patrolmen from 5'4" to 5' when there is a need to recruit Spanish-speaking patrolmen. Previously this group was being excluded on the basis of physical requirement alone.

The foregoing measures have been instituted to remove obstacles to the employment of the disadvantaged. There also has been some discussion about the inclusion of requirements for certain positions which would give specialized consideration to disadvantaged applicants because of their background and life experience or residence in an area being served by a poverty program. The City of Hartford, for example, has established residence in target areas as a requirement for certain types of positions, including those in special vermin-control programs, so that the poverty neighborhood may derive full economic benefit from the moneys made available through the program and at the same time engage in a self-help effort. For other jobs such as social service aide, the city has included the requirement that the applicant be currently on welfare or be a recent welfare recipient. This has, of course, been true for most positions financed through anti-poverty funds. Model Cities agencies across the country are also considering the stipulation of residence within the target area as qualification for employment in certain positions. With the phenomenal growth of jobs providing human services to disadvantaged communities, it has become common and accepted practice to write job descriptions which require sensitivity to the problems, knowledge of the area to be served, ability to communicate with the target population and often direct experience working in that community. (See Pennsylvania Case Study.) These requirements purposely favor a disadvantaged applicant whose background and experience provide him with the unique qualifications necessary for the position.

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[1] Rapoport, op. cit., pp. 11-12.

In order to meet the communities' growing demands for more adequate services, jurisdictions must begin to give special consideration to these unrecognized yet significant talents of the disadvantaged. At the same time there is need for a continual and realistic appraisal of job requirements in terms of the actual duties and demands of the position and the amount of formal education (if any) and experience (paid or unpaid) which is necessary for satisfactory performance on the job.

CHAPTER 4. CREATION OF NEW ENTRY-LEVEL JOBS AND CAREER LADDERS

Manpower projections for state and local government over the next decade indicate almost a 100% growth in the work force. Much of this expansion is due to an increase in services to the community, particularly in the human-service area. To meet these commitments, jurisdictions will not only have to increase the number of employees but also make more effective use of available, yet presently neglected, manpower resources such as the disadvantaged. Jurisdictions have already begun to reorganize existing classification plans, restructuring present jobs and creating new entry-level subprofessional classes and career ladders, particularly in areas of skills shortages. The intent is to help relieve overburdened professional staffs of many non-technical duties, increase employment opportunities and upward mobility for the disadvantaged and provide agencies with an internal source of trainable manpower to fill job areas. The reorganization of duties and functions is also resulting in more effective services to the community, especially with regard to the increased use of disadvantaged persons in programs designed to assist residents of poverty areas.

The federal New Careers Program has added further impetus to such activities by providing state and local jurisdictions with funds to hire and train disadvantaged persons for career jobs in the human-service areas.

Through its Career Opportunities Development Program, the California State Personnel Board has created several new entry-level jobs and promotional opportunities for the disadvantaged. The staff has analyzed a variety of professional-level positions, particularly in areas of skill shortage, separating out non-technical tasks which can be regrouped into new non-professional classes of work. In a little over one year, the program has developed a new class of parole aide in the Department of Corrections, a class of hospital worker in the Department of Mental Hygiene and subprofessional career ladders for use in the state's Service Center Program. Other new classes such as maintenance aide, mechanical and technical occupational trainee, clerical aide, and maintenance and service occupational trainee have been constructed below existing entry-level classes and serve to prepare the disadvantaged for these career opportunities in civil service. (See California Case Study.)

In Washington State, through the vehicle of the New Careers Program, considerable job restructuring is taking place within (1) the Department of Public Assistance for case worker series, (2) within the Employment Service for employment service interviewers and (3) within the Department of Institutions for parole officers. New career ladders have been developed with a redefinition of tasks, and in certain cases have permitted the substitution of on-the-job training and experience for the traditional B.A. requirement to qualify for professional positions. (See Washington State Case Study.)

In the County of Los Angeles the New Careers Program has focused upon the restructuring of jobs within participating agencies not only to increase opportunities for employment and career development for the disadvantaged but also to improve the functioning of the department and its services to the community. (See Los Angeles County Case Study.)

In the City of Los Angeles, through the New Careers Program, a career ladder has been developed for a new position and function of community relations aide in the Police Department leading eventually to community relations supervisor. (See City of Los Angeles Case Study.)

Using its own revenue, the City of Berkeley has created a similar position for community service assistant in the Police Department. In this case, there is no career ladder. Basically, the incumbent answers requests for services of a non-critical nature and acts as liaison with the community to follow up on complaints. The city is now developing the position of police service assistant to perform internal services of a non-police nature within the department.

In the State of New York, the Department of Health has restructured jobs for physical therapist, occupational therapist and recreational therapist which now will allow for the use of psychiatric attendants as a recruitment pool at the bottom of the career ladder. The Oakland Recreation Department, too, has restructured career ladders to accommodate subprofessionals. Restructuring of jobs is also taking place in the Police Department, with a separation of the functions of patrolman and the development of a new position for community service patrolman to perform such duties as inspection work. The entry-level trainee position requires no high school diploma.

Hartford, Connecticut is "sub-filling" many entry-level positions. Using this device, they have hired persons with little or no previous experience and have provided them with promotional opportunities to normal entry-level positions.

By restructuring many of its civil service jobs, the City of New York hopes to define positions more precisely, differentiate more clearly between professional and subprofessional tasks, and develop more valid and relevant examinations and requirements for the job. The Bureau of Compensation and Classification is assisting other city agencies which are attempting to restructure jobs. The bureau itself is studying all civil service positions in order to develop career opportunities for existing dead-end jobs under $8000. By separating non-professional tasks from administrative, technical and professional positions, the bureau has been able to create additional support positions in subprofessional classes which open job opportunities to the disadvantaged.[1]

New entry-level positions and career ladders in human-service areas have been developed for the disadvantaged in the city's Department of Hospitals, Department of Social Services and the Board of Education with funds from the New Careers Program. The Case Aide Program in the Department of Social Services is particularly worthy of note. Of the 442 trainees enrolled thus far, only 50 have dropped out. Thirty-five trainees are still in training. The majority who have become case aides are working for their high school equivalency certificates or A.A. degrees. In fact, case aides have performed so successfully that the department is considering increasing their number to 1200 in the next year. The Social Service Employees Union was involved from the beginning in the planning of the program, which is now included in the union contract.[2]

As part of a Positive Action Program to aid in the employment of disadvantaged and minority group residents, the State of Wisconsin has adopted two new classes of area service assistant and area service specialist. This unique job series, which can be used in a variety of different job categories, permits state agencies to hire individuals specially qualified to help administer programs providing aid to disadvantaged communities. Both positions relate to work in counseling, public health, delinquency prevention, and other programs where success is dependent upon gaining the trust and confidence of the people to be served. Hence, the intention is to recruit qualified disadvantaged or minority group persons for these positions. The specifications for the job series are purposefully broad in terms of duties and qualifications to permit the necessary flexibility to classify a wide range of positions. No position, however, can be classified in this series unless the duties require a unique understanding, communication skills or cultural acceptance of the persons to be served by the program. In each case, the title, class, qualifications and requirements of the position will be established according to the duties and responsibilities of the job and the training and experience needed, and will be somewhat comparable to similar positions at the same level. There are four levels of advancement in the subprofessional assistant series and five in the professional-level specialist class. In either case, an employee may advance through transfer and open competitive examination to other parallel standard-class vacancies.

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[1] Rapoport, op. cit., p. 11.

[2] Ibid.

Given the projected manpower needs of state and local governments, the possibilities for creating new employment opportunities for the disadvantaged are virtually unlimited. However, the incumbent must feel the job is necessary, not just "make work." The work situation must provide for his upward mobility, ruling out the creation of dead-end jobs, and the position must contribute to the improved functioning of the agency.

CHAPTER 5. IMPROVEMENT IN SELECTION PROCEDURE

The debate over cultural bias in testing procedures presents somewhat of a dilemma, since few in-depth studies have been conducted to validate such assumptions. It is clear, however, that the selection procedures now in use have been developed and standardized, using groups that are not representative of the culturally or educationally disadvantaged in our society. Many of the test items are foreign to their background and culture, and the norms usually reflect the background, potential and experience of the middle-class population. Researchers report that the disadvantaged are not so academically motivated and competitive as the "middle Americans." Further, a disadvantaged person is likely not to be so self confident, or conformist. He is often not so well informed about the world outside his neighborhood. So his test results will be affected.

Aside from the discriminatory nature of many selection procedures, certain examination processes for entry-level and low-level positions in civil service are clearly over-rigorous for the actual job to be performed and often do not test the applicant for the specific skills needed for the job. The examinations "screen out" those suited to the position, and "screen in" those over-qualified--the latter tending to ineffectiveness on the job.

In the absence of any definitive studies in test validation, jurisdictions have, nevertheless, moved ahead to develop more realistic and appropriate examination procedures, particularly in the area of the employment of the disadvantaged.

Although the written test has traditionally been the accepted examination process for entrance and promotion in civil service positions, several jurisdictions have begun to revise or discard these tests, particularly for lower entry-level and subprofessional positions. In some cases, it has been a matter of cultural bias, in others merely inappropriate testing procedures which failed to touch upon the relevant skills and potentials needed for the job.

The Examination Division of the Department of Civil Service in the State of New Jersey, has been particularly active in reviewing and revising the examination procedures for disadvantaged applicants. Civil service tests for entry-level, trainee or apprentice positions have been scaled down to measure the client's aptitude rather than his acquired skills. For each of three training programs, recently developed for the disadvantaged, the division has created special aptitude examinations, but it is in the area of performance tests that the division has made particularly dramatic achievements.

Over the past nine years, 200 such tests have been developed for specific skills and these can be given in any foreign language, upon request. Not only has this innovation encouraged a larger number of applications, but it has also helped "screen in" those who are more competent to perform the tasks required. For the disadvantaged applicant, this has eliminated the unnecessary and inappropriate obstacle of the written examination. (See New Jersey Case Study.)

In the City of Los Angeles, the examination procedures for a variety of lower entry-level positions such as male clerk, caretaker and orderly have been converted from written to oral or performance tests. In this particular jurisdiction, the examination is revised each time an announcement bulletin is issued, thereby insuring the relevance of the examination process.

The City of Hartford has also reported minimizing the use of written tests for certain jobs affecting the disadvantaged. In Denver, the Civil Service Commission has replaced written examinations for 55 lower-level job classes with the interview method of testing. The city, moreover, has sought out minority examiners for oral interviewing patterns, particularly in those job areas requiring the ability to work effectively with disadvantaged persons. In fact, the oral interview has been found to be a most effective method of selecting disadvantaged persons for the expanding field of human-resource kinds of positions. Aside from eliminating the cultural and educational bias that was so often present in written examinations, the oral interview has been particularly useful in measuring the candidate's knowledge and understanding of community problems and resources, his interest in them and his ability to communicate effectively with the target population.

Two of our country's most prominent metropolitan areas, New York City and Washington, D.C., are currently reviewing the written examination for policemen. New York hired two community-oriented educators, both from minority groups, to review a general-type police examination. They were asked for suggestions regarding format, instructions, language level, vocabulary, test areas, test items, and the like, which might make a more culturally fair selection device. A second statistical study was undertaken to determine the actual ethnic, educational and socio-economic composition of an average test group taking this same examination. The expectation was to use the data to develop an instrument that would be equitable for different ethnic groups. One third of 4000 applicants were selected at random to participate. They submitted personal data sheets with additional information after the completion of the examination. Interestingly enough, the ethnic or racial factor was the only background variable which had a marked and consistent association with test performance. Whites achieved better over-all scores in the sub-tests than did blacks, and blacks scored better than Puerto Ricans. The entire test, the sub-test, and each item were scrutinized with regard to the performance of all three groups. Those where all groups did well suggested characteristics of test items that may be relatively free of cultural bias. The study provided further guidance for modifying, or substituting for, current test items to achieve an examination that would be more culturally fair or culturally common. For example, concrete rather than abstract analogies should be used; for arithmetic reasoning, problems should be presented in a context familiar to the disadvantaged; interpretation should be short and practical with the use of simple vocabulary. (Information from Solomon Wiener's presentation to the Public Personnel Association, October 20, 1969; "A Realistic Approach to the Selection of the Disadvantaged.")

The city is now involved in an even larger project. From its research findings and recommendations of the consultants, it has developed a new police entrance examination in which all of those persons taking the test (approximately 10,000) were asked to provide personal data information for a more thorough and in-depth validation study.

The Police Department within the District of Columbia has recently increased its recruitment and hiring of minorities and disadvantaged residents of the city by certain changes in existing procedures. For example, a backlog of applications from area residents was given first priority in processing. In addition, the U.S. Civil Service Commission is now studying several new test approaches. Experimental tests are being tried out to see what methods can point out candidates who will do well in the police training classes.

An evaluation of job performance may provide another alternative for civil service examinations, particularly in the transition from a trainee class to a regular civil service position. The State of Florida has introduced a work experience examination, in lieu of the State Personnel Board test, to assist in the hiring of disadvantaged. This procedure provides for the employment of an individual on a probationary appointment for a specific period of time. If he can perform to the satisfaction of his immediate supervisor, he is awarded permanent status without meeting further examination requirements.

The City of Denver revised its civil service rules in 1966 to permit the appointment of exempt trainees to entry-level career service positions after successful performance in training. There are from 300 to 400 disadvantaged persons employed as trainees by the city at any given time. More than 150 have been attained for regular civil service positions after training in Neighborhood Youth Corps, Health Centers, or the WINS program.

Much has been written of a reverse point system or a new sliding scale for scoring examinations which would give additional credit to applicants for their poverty status, particularly when employed in programs designed to assist the target population. Both New York City and Detroit, Michigan, have experimented with this idea when hiring for positions in their anti-poverty agencies, which operate under civil service rules and regulations. In New York City, for the position of clerk in the Community Action Agency--a position which is funded with Office of Economic Opportunity money and restricted to certain poverty programs--additional points are credited to individuals in the following manner: a five-point benefit for living in the designated poverty area; a five-point benefit for those with income below the poverty level, and a two-point benefit for those 55 or older. These preferences, however, are given only to employees who pass a written examination with a score of 70 or above. By applying the technique of veterans preference as a model, the City of New York has been able to meet its commitment to the poverty agency to give preference to the poor for jobs available in the human resources field.

Detroit, like New York City, has developed a more flexible selection practice for disadvantaged persons employed in its federally funded poverty program. According to a newly instituted Federal Economic Opportunity Act Rule, written examinations were eliminated for certain entry-level positions in programs funded, in whole or part, by anti-poverty funds. Job classifications were established, sometimes identical to those in regular civil service, in which qualifications were either lower or somewhat different from those standards in effect for regular and comparable classes. One of the major differences was reducing the weight of the written examination and increasing the weight of the oral interview. Disadvantaged applicants applying for FEOA classes were also given up to 30% extra credit on the personal qualification section of the evaluation examination for being active in neighborhood associations and block clubs and for meeting certain poverty criteria. In fact, residence in the target area was made a part of the job specification for certain positions. In order to qualify for a regular civil service position, however, an employee hired under the FEOA rule is required to take and pass the regular civil service examination. Despite the obvious limitations of the FEOA system in terms of tenure and job permanency, the flexible procedures have permitted the hiring of many disadvantaged persons who would otherwise have been excluded. And the program itself has had a healthy influence upon the review and revision of certain existing civil service practices as a result of the experience, knowledge, and sensitivity gained by the staff in applying these new standards.

An entirely new approach has been taken in the development of an examination in Connecticut for the Governmental Assistant Career Program, designed for disadvantaged adults from 18 to 35. A new examination has been developed largely on the procedure used in vocational rehabilitation, that is, an assessment of the individual's strengths and interests in order to place him in the most suitable occupational area. The Science Research Associates' Verbal and Non-Verbal Forms are being used to help determine the applicant's potential and present performance in mathematics and language skills. These findings are then compared with his occupational interest as shown on the Kuder Preference Test, and information gained from an in-depth interview. The staff psychologist with the Equal State Employment Unit has also recently completed a limited in-depth study of possible cultural bias in the state's selection procedure. Using results of this study, the state is reviewing the current test bank to remove recognized items of cultural bias and substitute more effective methods of measuring an applicant's ability. (See Connecticut Case Study.)

The Los Angeles County Personnel Department has recently formed a Validation Section within its Examination Division to determine the existence or extent of cultural bias in its civil service tests. The staff will perform both predictive and concurrent studies over a two-year period. The results of such a project will have great influence on the development of future examinations in the county, considering the size and diversity of the minority group population, which includes Negroes, Mexican-Americans, Chinese, Japanese and Indians. Nationally, moreover, the study is particularly significant, since it represents one of the first attempts to carry out extensive test validation of civil service examinations at the local level.

Perhaps the most extensive program of research and development in civil service testing procedures at the state level has been conducted by the Examination Division of the California State Personnel Board. In the belief that there exist many different ways to recognize excellence, the division has attempted to develop a variety of testing procedures which maximize the relevance and validity of the examination process.

In the last three years, the division has given special attention to the removal of cultural bias in testing procedures, particularly with regard to the written examination. The presence of cultural bias in civil service examinations has been a highly relevant issue because of the size and diversity again of the minority groups within the state. In addition, given the tight labor market situation, it has been as much for the benefit of civil service as for the minority group applicant to remove any artificial barriers that might prevent the employment of qualified applicants.

In 1964, the State Personnel Board undertook a two-year ethnic survey of competitors for civil service positions to determine the participation and success of minority group applicants. Among its many findings, the ethnic survey indicated a major problem in written tests for entry-level classes requiring high school education or less. Reviewers who were familiar with the language used in minority group communities were then hired to examine the state's written test bank for language, vocabulary or instructions that might impose cultural or educational demands beyond the actual requirements of the job and therefore detract from the validity of the test. Approximately 34,000 test items were examined. While many of the tests contained little or no cultural bias, the reviewers found three major problem areas and suggested change in examinations for lower entry-level classes of work: (1) language vocabulary and phraseology; (2) speed and readability of the examinations; (3) degree of difficulty of directions and instructions.

In the years following, there has been a concerted effort to reduce the verbal skill demands in examinations to the level commensurate with the duties of the job, particularly in lower sub-professional classes of work and, at the same time, to insure that formal education and language skills on the examinations are not given undue weight in over-all scores. As a result, tests for certain classes now use a pass-fail score for the written examination so that verbal skills above the minimum requirement will not unduly influence a candidate's ranking. An example of such an examination is the test given for state traffic officer, which was revised in 1965 to replace the highly weighted verbal examination. The former test had tended to screen out Negro and Mexican-American applicants. In the new test, however, the unweighted portion of the examination measured language skills needed to write reports of accidents or other instances leading to arrests and citations. The weighted portion was a non-verbal test designed to measure the reasoning ability needed to perform as a good policeman. Although Negroes were still found to be at a disadvantage, on the new test the difference in test scores between Negroes and Caucasians was significantly less. (Vernon R. Taylor, "Control of Cultural Bias in Testing: An Action Program," Public Personnel Review (Chicago: Public Personnel Association), July 1968.)

In the last two years there has also been a noticeable decrease in the use of written examinations and an increase in the use of interviews and other non-verbal methods of examination as the sole selection device. For job classes with lower educational requirements, there has been a more frequent use of non-verbal and performance tests. Approximately 50 standardized, non-verbal aptitude tests have been developed for use in examining for lower level classes. The procedure avoids problems of cultural bias and other inequities of the written test by using picture symbols to measure reasoning ability, accuracy and speed at certain job tasks. The division also has available 65 performance tests which are used in a wide variety of classes as different in nature as bosun, carwasher, draftsman, heavy equipment operator and clerk typist.

The oral interview has been another method of examination which has increased in popularity. The state has had favorable results in using this method to recruit many disadvantaged persons for its career opportunities development program. (See California Case Study.)

In particular job areas, the division has improved the validity of its written tests by using them in combination with other selection devices. For example, a two-year study of selection processes for bridge toll collectors revealed an excessive weight given to the general aptitude test which proved to have little relevance to eventual success on the job. In fact, the existing test screened in too many over-qualified applicants who were then unable to adjust to the repetitive and routine nature of the work. What the position required was speed and accuracy in performing repetitive tasks. Therefore, the division lowered the academic content of the existing written test to reflect more basic learning abilities and added a second test to measure the candidate's level of accuracy in performing simple, repetitious work. This separate measuring device was given a higher cutoff point than the aptitude test in order to screen in those with skills more appropriate to the job. Using such combinations with multiple cutoff has increased the validity of the testing process while also helping to equalize the opportunities for the educationally and culturally disadvantaged.

While it is the opinion of the Examination Division that no amount of research on tests can completely resolve the problem currently facing ethnic minorities and other disadvantaged groups, there are ways in which tests and test usage can be revised to minimize ethnic group differences and to improve the validity of the total selection process at the same time. The positive results they have obtained from their work in this area affirm their convictions.

The City of Miami Beach, in reviewing its testing program for promotional examinations, found two basic weaknesses which are somewhat similar to the findings of California's research programs: (1) an over-reliance on written examinations for jobs entailing semi-skilled work and (2) cultural bias in some of the written examinations. Therefore, the city is de-emphasizing the written portion of the examinations and increasing the importance of training and experience in the evaluation of applicants. Several new tests have been developed that require little or no reading but still measure the desired abilities. It is too soon to measure the results of changes by performance on the job but the Personnel Department feels that its testing objectives are met as effectively as before.

Denver, too, has revised its promotional examinations for supervisory positions, now using a composite score of written tests, oral interviews and promotional ratings. Before, a certain portion of the applicants were eliminated on the basis of the written test alone. Other civil service jurisdictions at the local level have begun to adopt the promotion evaluation procedure used so frequently in the federal government, that is, promotion on the basis of supervisory evaluation based on experience, training and satisfactory performance on the job.

Aside from revisions in actual tests, there have been administrative changes in examination procedures that have helped to equalize opportunity for the disadvantaged. For instance, California has developed an illustrated pamphlet to explain the use of mechanically scored written tests. This pamphlet is mailed in advance to all applicants competing for positions requiring less than high school education. Various jurisdictions are also experimenting with examination preparation classes to eliminate fear and anxiety on the part of the disadvantaged candidate unfamiliar with the examination process. Walk-in tests, too, are being used for certain positions with continuous job openings. The

State of New York has scheduled walk-ins for stenographic jobs every Wednesday and Thursday. These classes require no formal education and experience, and appointment for examination can be made by telephone. New York City, too, has the walk-in for stenographic jobs. An applicant can take a test in the morning and be hired in the afternoon. Merely the relocation of the examination site in a setting more convenient and familiar to the disadvantaged candidate, i.e., a neighborhood school, a church basement, has had decided effects on the participation and performance of these individuals, as was shown in the clerical trainee examination given in New Jersey and in the examination for a similar position given in the State of Pennsylvania. (See Pennsylvania Case Study.)

The increased emphasis in recent years on public employment jobs for the disadvantaged has led to a greater knowledge and sensitivity of the psychological problems of these individuals in competing for job openings. Yet, real progress in the development of more equitable and relevant examination procedures for this group, and, in fact, for all civil service applicants, depends on the effort devoted to validation of present civil service examination procedures.

CHAPTER 6. RECENT CHANGES IN FEDERAL GUIDELINES AFFECTING STATE GOVERNMENT SERVICE AGENCIES

In the recent past, both the Bureau of Employment Security and the Office of State Merit Systems, HEW, have made significant strides toward opening career opportunities for disadvantaged persons in state employment agencies and grant-in-aid programs throughout the country.

New guidelines have recommended the creation of entry level subprofessional classes with career progression to professional levels of work. Minimum qualifications and the testing procedures have been reviewed and liberalized for these lower level classes of work.

The impact of these changes extends far beyond those agencies directly affected, since they have established precedents for all other state agencies in the civil service system.

NEW CAREERS IN THE EMPLOYMENT SERVICE...

In November 1967, the Federal Bureau of Employment Security recommended to its state employment services agencies the adoption of a new series of subprofessional classes consisting of employment aide, employment agent, and employment coach. These classes would permit agencies for the first time to hire staff in the career service below the professional level and would enable them to redesign employment service jobs to provide more meaningful work for professionals and preprofessionals alike. Individuals hired in these classes would assist professional staff, provide new services related to the Human Resources Development Program, and supply more intensive outreach services to clients in disadvantaged areas.

Requirements for the aide position were simply: an eighth grade education or the completion of a New Careers or similar work experience or training program. Applicants could also substitute relevant experience (social service aide, community organizer, manpower aide) for education on a year-for-year basis. Requirements for agent were high school graduation or GED, with the allowable substitution of one year of relevant work experience for two years of education. The coach position required high school graduation or GED, plus two years of experience. Here, 30 college credits could be substituted for each year of experience.

In-service training was to be an integral part of the program, which was based on the concept of career progression. Each position purposefully entailed a variety of responsibilities, both in and out of the office, to encourage mobility and transfer opportunities and to avoid the danger of dead-end jobs.

REVISION IN QUALIFICATIONS AND TESTING...

The bureau, one year later, moved forward by eliminating educational requirements as prerequisites, and written tests as selection procedures for subprofessional classes. In so doing it stated that the decision to eliminate minimum educational requirements and traditional written tests was in line with the aim of opening the door of job opportunities to those citizens who, although capable of competent performance, had heretofore been excluded.

In setting the amount of experience required for advancement in the job series, agencies have been urged to consider the minimum amount of time needed in one position to assume duties at the next level of work. Since the primary function of these pre-professional classes has been to improve outreach and supportive services to applicants, the bureau recommended that selection procedures concentrate on the applicant's ability to understand the problems of the disadvantaged and establish rapport with the community residents rather than place emphasis, as traditionally done, on the applicant's reading and literacy skills.

PROMOTIONAL LADDERS...

In many ways, the most recent and the most dramatic revisions by the bureau have pertained to employee transition from pre-professional to professional classifications. The experience of many states had shown that pre-professionals could perform at professional levels despite their lack of formal education. Yet, in many states, pre-professionals were barred from advancement because of formal educational requirements and/or written tests based on attainment of such.

To resolve these and other apparent incongruities, a Federal-State Committee on Promotion of Pre-professionals was convened in Washington, D.C. in March 1969. As an outgrowth of this meeting came a third major modification and several important recommendations.

First, college requirements were removed from entry-level professional classes of employment interviewer trainee and employment interviewer. The minimum qualifications were rewritten to permit the substitution of three years of pre-professional experience and successful completion of an in-service training program as designed by the agency. Hence, job performance was recognized as one valid measurement of demonstrated abilities to perform duties at the professional level. Further, the committee recommended a separate promotional examination to select pre-professionals for the interviewer trainee class, based on their three years of job experience. The recommended examination was a rating of the individual's potential based on an evaluation of work performance during pre-professional service. Suggested for the final rating of the candidate was use of a promotional board or committee composed of three or more persons representing the agency, the civil service agency and the target population. Major emphasis was to be placed on the written evaluations of the applicant's work performance. The board, however, would also have the option of interviewing the candidates and/or others familiar with his work performance, particularly when written evaluations required clarification or additional information.

Since positions in pre-professional classes had been filled for the most part without absolute educational standards or a written test, it was clear that qualification for promotion to the professional level would have to be based on a combination of work experience, on-the-job training and in-service and out-service training--if in fact career progression was to become a reality. Moreover, given the nature of the work and skills involved--that is the ability to provide agencies' services effectively to the disadvantaged community--these new methods of qualifying for professional positions offer relevant preparation and indication of the applicant's ability to perform at the professional level.

The significance of these modifications and changes in the Employment Service has been underscored by the confirmation and support of the Office of State Merit Systems, HEW. It is the function of that office to set merit system standards for the administration of federal grant-in-aid programs at the state and local level.

In all, these standards are applicable to over 300 agencies across the country which receive grant-in-aid funds. Hence they may have considerable impact and influence on the direction and growth of merit systems.

With respect to employment of the disadvantaged in public service agencies, the Office of State Merit Systems in a letter to state personnel directors fully encouraged the establishment of subprofessional classes in grant-in-aid programs as desirable to utilize more effectively professional talents in shortage occupations and to provide career opportunities for disadvantaged persons as indicated by national manpower policies. It recognized as well the need for new approaches to selection in order to evaluate individual differences, offering the following suggestions:

> Requirements of formal education and experience need to be reassessed and in some cases eliminated. For positions where basic literacy is not pertinent, tests of oral directions, nonverbal tests and structured interviews will be more appropriate than written tests. Where written tests are used for positions involving work with the disadvantaged, they need realistically to relate to the level of required literacy for the particular job.
>
> For all kinds and levels of positions in the new programs, recruitment and selection must focus on the special qualifications which constitute merit and fitness for working with and influencing the persons in the communities being served. At appropriate levels, they should include knowledge of poverty conditions, anti-poverty programs and intergroup relations. Oral examination boards should include individuals familiar with the type of community or neighborhood served.
>
> In making background and reference checks, such conventional criteria as employment, academic credit, and arrest records (and even some types of convictions) are not necessarily valid in selecting applicants for jobs set up to provide opportunities for the disadvantaged. Evidence of an individual's empathy with and skill in influencing his peers in the disadvantaged community needs to be obtained. In considering welfare recipients and other candidates in certain subprofessional jobs, reports by social workers dealing with the family may be useful to selection boards. Preferential certification of persons living in the area served by the local office may be appropriate. The population of such areas is often much larger than of some counties for which local certification is permitted.[1]

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[1] "Letter to State Personnel Directors from Director, Office of State Merit Systems, Department of Health, Education, and Welfare, March 13, 1968," quoted in Progress in Intergovernmental Personnel Relations, Report of the Advisory Committee on Merit System Standards, December 1968, pp. 101-104.

These statements provided a green light for agencies to initiate necessary change and revision in personnel policies to accommodate the disadvantaged in grant-in-aid programs. The statements and positions, moreover, were strongly reiterated in the Report of the Advisory Committee on Merit System Standards which had, over a two-year period, reviewed and recommended changes in existing standards.

One of the most significant issues in the review related to the nation's commitment toward employment opportunities for disadvantaged minority groups and establishment of new careers for the poor. In the opinion of the committee:

> The problems of the unemployed and underemployed directly involve the public service, first in its administration of social and manpower programs, and secondly as part of the broad government effort to bring economically disadvantaged into the work force in jobs with dignity and career potential.[1]

The committee recommended that employment opportunities in grant-in-aid programs for the culturally, economically and educationally and physically disadvantaged be expanded through job restructuring and the provision of training opportunities for development and career advancement.

"New career programs" should be structured within the merit system to insure stable employment and opportunities for advancement within career services.

The positions themselves should encompass tasks and services which could be performed effectively by the disadvantaged and, at the same time provide needed services for the agency, with valid distinctions between job levels to provide a basis for upward mobility.

To facilitate further employing the disadvantaged, the committee encouraged the:

> establishment of realistic minimum requirements: special recruitment of persons from groups for which services are projected; development of new objective selection devices realistically related to minimum qualifications; modifications of appointment restrictions related to conduct and

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[1] Progress in Intergovernmental Personnel Relations, Report of the Advisory Committee on Merit System Standards, December 1968, p. 27.

reputation; use of limited certification to area offices serving the disadvantaged; evaluation during the probationary period, including physical and mental fitness, as an integral part of the selection process; and development of promotion policies which recognize skills acquired through experience and additional training.[1]

While these are merely recommendations, the impact of these statements cannot be underestimated. As of March 1969 the employment service already has hired 2000 persons in pre-professional jobs, most of whom were disadvantaged. Moreover, aside from increasing employment opportunities for the disadvantaged, the new classes and procedure are permitting offices to improve services to their communities and demonstrate the more effective utilization and career development of staff at both the professional and pre-professional levels.

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[1] Ibid., pp. 29-30.

SECTION II

CASE STUDIES

SEATTLE JOB TRAINEE PROGRAM

Seattle's Job Trainee Program is preparing disadvantaged persons for a wide variety of civil service careers in areas of critical manpower shortages, utilizing internal financing and relatively little increase in staff.

What distinguishes Seattle's program from most civil service training programs for non-professional positions is the diversified scope of training for jobs in other than the usual clerical and/or human-service categories. Rather than using federal funds, Seattle identified and earmarked surplus money in the operating budget to subsidize the program, with coordination and control by the Civil Service Commission.

Within three months after the City Council had authorized the program, 62 trainees were at work in seven different city departments. Growing out of the program has been development of more flexible examination procedures to give credit for on-the-job training. The effectiveness of this Seattle approach may suggest possibilities for other jurisdictions in broadening their training efforts.

DEVELOPMENT OF THE PROGRAM ...

Like many other cities in recent years, Seattle has been faced with the growing employment needs of its disadvantaged community. At the same time, there have been increasing manpower shortages in its civil service system related to the mushrooming growth of the metropolitan area. The two problems would seem to lend themselves to a common solution: recruitment of candidates from this available labor force to fill numerous vacant entry-level positions in the understaffed city departments. Unfortunately, the city requirements of education and experience for most entry-level positions, generally coupled with a written examination, have frustrated most attempts to employ disadvantaged applicants.

In an attempt to solve this dilemma, the Mayor of Seattle late in 1967 requested the Secretary of the Civil Service Commission and his staff to formulate a plan for hiring and training the disadvantages for regular civil service positions. The commission formulated a plan for a Job Trainee Program which would not only increase employment for the disadvantages in city jobs, but would do so by offering training in those areas where there existed critical manpower shortages in city departments. In concept, the program closely resembled the apprentice model, providing a four-year training period with six-month incremental pay increases. Unemployed and underemployed non-skilled individuals would have the chance to qualify for regular city positions through experience and knowledge gained in lower but related training categories.

At the request of the Mayor, the City Council on April 15, 1968, officially approved the plan and authorized creation of three staff positions within the Civil Service Department to coordinate and administer the Job Trainee Program: a program coordinator, a minority employment specialist and a clerk-typist. At the same time, the council approved the creation of 79 trainee positions in the Civil Service Department to be used by various city agencies in the following specified job categories: two auto apprentice trainees, 30 office worker trainees, five warehouseman trainees, two sanitation inspector trainees, five equipment operator trainees, 20 public safety trainees, three pipeman helper trainees, and 12 lineman trainees. These new positions correspond to entry-level classes for which a disadvantaged person could be trained within the maximum four-year period. In each job category, there were continuing vacancies and recognized opportunities for career advancement.

For each trainee position, the Civil Service Department formalized appropriate job specifications based on the corresponding higher level of work. The specifications clearly identified the duties of the job and the skills the trainee would have to acquire for the related regular civil service position. Hence, a pipeman helper trainee would prepare for a semi-skilled career job as a pipeman helper, which entails the installation, maintenance and repair of water mains, pipe meters and related items. An office trainee would prepare for a regular position as clerk II or clerk-typist II (in this case the training position could be substituted for a clerk I position). An electrical trades trainee would receive preparation qualifying him for a variety of entry level positions requiring basically the same skills and experience: electrical helper, lineman helper, or operator helper.

The minimum requirements for the trainees also related to the particular entry-level positions and were based on reasonable certainty of acquiring the necessary skills and knowledge to qualify for the permanent position during the allotted four-year training period. In certain cases, the candidate had to show reasonable certainty of obtaining a valid State of Washington motor vehicle driver's license. In the case of a police trainee, minimum requirements involved absence of any felony convictions and certain stipulations pertaining to height limitations and other physical and ethical standards as required by the civil service rules and regulations. Rather than lower educational requirements for regular civil service positions, the program included an educational component to assist trainees in removing their educational deficiencies. However, for certain entry-level positions with requirements of prior work experience, service in the training program was made an allowable substitute.

Entry into the trainee program was based on a non-competitive examination. The successful candidate was hired from an appropriate noncompetitive register arranged by lot without indication of relative standing in the examination. To qualify for a regular civil service position, the trainee was judged on his performance in the open-competitive examination in relation to all other job applicants.

Within this procedural framework, the program staff began an intensive recruitment drive to fill the authorized 79 training positions. By July 1968, 62 trainees were occupying positions in seven different city departments. On September 5, 1968 the City Council passed the second ordinance, creating an additional 20 general training positions in the Civil Service Department, leaving the selection of specific training areas to the discretion of the Civil Service Commission. On September 25, the council enacted a third and final ordinance, appropriating additional funds and authorizing the creation of another 30 training positions in public safety. The total authorized program capacity was 129 trainee positions. As of December 1968, a total of 59 trainees were working in nine city departments in 11 different training classifications. By August 1969, a total of 82 trainee positions had been established with all but one filled.

Funds for the operation of this program had been appropriated from a variety of sources since no new monies were available within the existing city budget. The city made an appropriation from its emergency funds for participating city departments without surplus revenue. On the other hand, revenue-producing departments, such as Lighting and Water, were asked to underwrite the cost of training from their surplus of internal resources. This practical if somewhat unpopular precedent of "billing" departments for training costs nevertheless insured maximum use of available funds which might otherwise have been overlooked. Nor is the concept unreasonable since the majority of the expenditures are related to trainees' salaries for their work contribution, normally beginning at 67% of the beginning entry-level salary of the regular civil service position with 4% merit increases every six months during the four-year training period. For exceptional candidates, the starting trainee salary and the length of time between merit increases could be adjusted at the discretion of the chief examiner or the Civil Service Commission.

ADMINISTRATION AND OPERATION OF THE PROGRAM ...

Overall control of the Job Trainee Program is in the hands of the City Council and the Civil Service Commission, with the commission's secretary exercising general administrative direction in accordance with the approved program guidelines. On a day-to-day basis, however, the direct administration and coordination of activities have been the responsibility of the training program coordinator and his staff within the Examination and Recruitment Division of the Personnel Department.

The coordinator is directly responsible for recruitment and selection of candidates, coordination of on-the-job and educational training plans for each trainee, and for the trainee's transition to a regular civil service position during his one-year probationary period. In addition, he prepares the guidelines and reporting systems for participating departments and performs a continuing evaluation of the program.

The department's minority group specialist assists particularly in the areas of recruitment counseling and selection of applicants, as well as counseling of trainees and their transition to regular civil service positions. Liaison with each operating department is maintained chiefly through contact with the training supervisors, appointed by the department heads to conduct their training program in accordance with the plans approved by the program coordinator. These supervisors are generally persons in the trainee's direct line of supervision and are individuals who exhibit the necessary interest and sensitivity to work with disadvantages persons.

The actual implementation program involves four basic activities: recruitment, selection and placement of trainees, the actual training phase itself, and finally procurement of a regular civil service position and the developing and advancement of the candidate in career service.

Recruitment - The accomplishment of program objectives relies on the success of recruiting techniques in reaching out and attracting those isolated elements in the community who have been unaffected by formal job information media, and have been generally suspicious of civil service as a potential employer. Thus far, a variety of organized social groups and community agencies has provided referral services. The most effective has been the multi-service center located in the target area of the city. Interestingly, the Civil Service Department has provided a source of candidates from applicants unable to compete successfully in competitive examination or to meet established minimum requirements for regular positions. The minority group specialist, in particular, has sought out, counseled and encouraged individuals who might otherwise have fallen by the wayside to consider applying for a suitable trainee position.

Selection and Placement - According to program guidelines, a candidate must meet at least one of the following criteria: a) be a member of a poor family as defined by the United States Department of Labor; b) be unemployed; c) be underemployed, or d) be handicapped by physical or emotional impairment, educational deficiency or chronic conditions which could limit work activities but which could probably be overcome during a training period of up to four years.

The program coordinator does the initial screening on the basis of information from the regular civil service application and a supplementary information sheet. The latter specifically requests information regarding the applicant's living situation, work experience, income, hobbies, general interests, etc., to assist in the selection of disadvantaged persons and to help detect any severe mental, physical or emotional adjustment problems.

Final selection is based on a noncompetitive qualifying interview conducted by a panel of three representatives, one from the hiring department, one from the program staff, and a final member preferably from the disadvantaged community itself. The interview is based on a review of the candidate's application form, which allows the panel to rate communication abilities, mental alertness, motivation, ability to get along with others, attitude, judgment, common sense and similar qualities. Ninety-five percent of those who appear for the interview have passed. As a rule, the departments exercise no option in the acceptance of an approved trainee. When there are openings, the successful candidate may be hired immediately; otherwise he is placed on a noncompetitive eligible register until such openings occur. Once placed in his training position, he is considered a regular employee, except for payroll and termination considerations.

In actual practice, 79% of the trainees were scheduled for interview within 30 days after applying, and 48% of the successful candidates were hired within one to five days. Such an expeditious hiring procedure is, of course, particularly significant in a program dealing with disadvantaged persons who tend to suffer greater economic strain awaiting job placement.

The Training Phase itself starts with an orientation to civil service, to the general work situation, and to the expected standards of work habits and progress in the particular program. Each trainee has an individualized job trainee plan prepared by the department training supervisor and approved by the program coordinator. The plan outlines progressive work assignments increasing in difficulty commensurate with the trainee's ability.

In addition, the program coordinator provides for each trainee an individualized plan to correct his educational deficiencies, including a schedule of formal remedial schooling through local educational facilities. The objective here is not only to prepare the trainee for his entry-level position but also to encourage him to obtain a high school diploma or equivalent certificate as preparation for future career advancement.

Preparation for Advancement - The total training program should provide the candidate with the skills, knowledge and understanding necessary to pass the regular open-competitive examination for a city position. Success, however, depends to a large extent on the personalized interest, understanding and guidance given to each trainee by his immediate supervisor. Counseling on more difficult problems is available continually from the office of the program coordinator.

As insurance for the trainee and the department, the program includes an evaluation mechanism which requires a quarterly report from the supervisor on the progress of each trainee. The report is reviewed with the trainee and submitted to the program coordinator. When the trainee appears ready to pass an entrance examination for a desired position, he is encouraged to apply and compete in an open-competitive situation. Should he pass this examination, he is placed on the list according to his numerical rating and selected according to the rule of five. Should he fail to be placed in a job, he may continue in his training status as long as he does not exceed his four-year limit. During the crucial one-year probationary period following placement in a permanent position, the program coordinator, minority group specialist and training supervisor maintain close contact with the former trainee to assist him in any difficulty related to work adjustment. (In this period, too, the program coordinator continues to receive quarterly copies of the probationary evaluation reports for analysis and follow-up.)

PROGRAM ACCOMPLISHMENTS AND TRAINEE PROFILE ...

From June through December 1968, approximately 265 persons submitted a total of 589 applications for trainee positions, some individuals applying for more than one position. Of 137 applicants who appeared for examination, 113 passed the oral interview, and 89 were actually appointed to trainee positions during the six-month period. Of these, 59 persons were still continuing in training as of December 31. Thirty-six of these individuals had received merit pay increases. Moreover, by December 31, two police trainees had passed the regular civil service exam, with one appointed in 1968, and the other awaiting appointment on the attainment of his 22nd birthday in January 1969. Two electrical trades trainees had passed the operator helper examination and were awaiting appointment, along with three firemen trainees who likewise had qualified successfully for a regular civil service position. Of the 30 who had left the program during 1968, only three had been dismissed or were asked to resign.

Of 107 applicants who could not be considered for examination or appointment for a variety of reasons, 32 had incomes above the poverty level, 19 were found to be over-qualified for the program, 20 more, conversely, had problems considered too great to be overcome within the four-year training period. Others were disqualified for such reasons as failure to pass the physical or medical examination, draft classification, inability to meet height or age requirements, incomplete application forms, etc.

Information from a survey sheet given to all trainees employed or appointed by December 1, 1968, permitted the program coordinator to compile a general trainee profile. The responses indicated that 85% of the trainees were Negro, 8% white, the remaining 7% of other minority groups. Males comprised 71% of the trainee class. Age range of the total group was from 18 to over 36, with 41% between 18 and 21, and the next largest group ranging from 22 to 25 years. A little more than half or 56% of the trainee group had high school diplomas or equivalent certificates at the time of application. Only 27% had been on public assistance but 60% had family incomes under $4,000 per year.

As the program entered the last quarter of 1969, the 81 trainees filling a possible 82 trainee positions were distributed among ten city departments and ten different trainee classifications. Although summary information is not yet available for the 1969 training cycle, there is sufficient indication from the previous year to indicate that the program is indeed reaching the disadvantaged population of Seattle. Moreover, it has managed to recruit a predominantly male group because of the types of training it has offered. While there have been few transitions to regular civil service thus far, the retention rate, performance and progress of trainees on the job suggest the feasibility of achieving success within the allotted four-year training time.

PROSPECTS FOR THE FUTURE ...

While there appear to have been few major difficulties in implementing the Seattle Job Trainee Program, the staff has been faced with the common problem of improving the training both in the work situation and in the related educational component. Of particular and immediate interest, however, is the consideration of certain procedural changes in the examination process by which trainees might qualify for regular civil service positions. As already indicated, the present method of trainee qualification for entrance into regular civil service is passage of the open-competitive entrance examination. It has been proposed that trainees be given the right to promotional examination on the basis of their service and experience with a particular city department. Such an option legally is possible through Rule 20 of the City Charter which allows for the use of non-competitive examination in particular cases. An examination could then be limited to qualified trainees, and the resulting register could take precedence over existing competitive register.

Such testing procedures would allow greater flexibility in formulation of the promotional examinations which could allow for the use of a written test, for instance, as a qualifying measure, with the determination of rating based on the oral examination and a review of training performance. The adoption of such a proposed change would place Seattle among the small but ever-growing number of jurisdictions which are recognizing the validity of knowledge and experience acquired by disadvantaged applicants in an on-the-job training program. Indicating perhaps a move in this direction, the commission has recently approved for the trainee classes the preference ratings for city service as authorized in Rule 5, Section 13 of the Civil Service Rules and Regulations. The Rule reads as follows:

> 5:13 PREFERENCE FOR CITY SERVICE: In an open-competitive examination, candidates who are City employees, who at the time of their examination have one full year of regular service in a lower class of related work, as defined in the class specification, and receive a

> passing grade in the examination shall have 5% of their examination grade added to such grade and, for certification to a vacancy in the department in which employed, shall receive an additional such 5%.

Such procedural changes will, of course, have considerable impact on the entire civil service system of the city, making it more responsive to the needs of the community and its operating departments. The program staff, city departments and Divisions of Classification and Examination have had a continuing exchange of information which has led to development of more realistic job criteria and appropriate examination procedures. The program's importance, however, extends beyond the city's own jurisdiction by demonstrating to other local civil service systems the efforts which can be made with internal resources to implement a comprehensive training program for the unemployed and underemployed of a community.

STATEMENT OF EMPLOYMENT POLICY: PORT OF OAKLAND
MARCH 24, 1969

I. Declaration of Purpose

WHEREAS, conditions of high unemployment and underemployment have existed in the City of Oakland for several years, particularly among minorities; and

WHEREAS, there have been inadequate opportunities for the employment of minorities in professional, managerial, technical, skilled and unskilled jobs in the Oakland community; and

WHEREAS, minorities have experienced difficulties in owning, managing, and participating in the ownership of business enterprises; and

WHEREAS, the Board of Port Commissioners of the Port of Oakland has sought and received substantial financial assistance from the Economic Development Administration, U.S. Department of Commerce, to enable the Port to create facilities with which new employment opportunities can be made available to the unemployed and underemployed residents of the City of Oakland; and

WHEREAS, the Board of Port Commissioners has within its authority under the Charter of the City of Oakland sought means of and continued to seek methods of taking action which will lead to the employment of the unemployed; and

WHEREAS, the Board of Port Commissioners will continue to take actions which will provide equal employment opportunities in existing jobs as well as jobs which become available through current and future activities of the Port of Oakland, and to continue to initiate programs to assist and encourage these same goals with its tenants, contractors and other businesses operating within the Port of Oakland;

NOW THEREFORE BE IT RESOLVED THAT:

The Board of Port Commissioners of the Port of Oakland adopts the following policies, and will undertake the following activities to implement this policy.

II. General Policies

A. The Board of Port Commissioners of the Port of Oakland, recognizing that it is a public body, and further recognizing that the Port of Oakland is a public institution, will make every effort to carry out its obligations to the residents of the City of Oakland in employing, and in encouraging and assisting others to employ, the unemployed and underemployed residents of the City of Oakland.

B. The Port of Oakland, in its recruiting and hiring, pledges, within the limits of its legal authority, to set an example within the community in employing and upgrading the underemployed residents of the City and in providing equal employment opportunity for all residents. The Port will take affirmative action to establish attitudes, policies, and requirements which will effectively implement this policy.

C. The Port, as a public institution, will use its powers of persuasion, and good offices to encourage and assist its tenants and contractors, and businesses operating on Port properties, to adopt similar policies and practices and provide equal employment opportunities for all residents of the City.

D. The Port, recognizing the purposes and activities of a wide variety of public and private community institutions which motivate, educate, train, and secure employment for the unemployed and underemployed residents of the City of Oakland, pledges to support their objectives, and to seek their assistance in carrying out the Port's employment programs and activities.

III. Employment Opportunity Programs

A. Recruitment:

The Port of Oakland will immediately begin an intensive effort to reach, motivate and bring minority residents of Oakland into jobs on the Port staff, consistent with the operating requirements of the Port.

The Port will use its good offices with its tenants, contractors, and businesses operating on Port properties, to encourage them to begin aggressive recruitment of the unemployed and underemployed.

The Port of Oakland recruitment program will include, but is not limited to, the following:

1. Employment and Promotion

   The most effective recruiting device is the employment, and, more importantly, the promotion, of minorities into better jobs. The Port of Oakland will strive to employ, seek, and give on-the-job orientation to the hard-core unemployed, consistent with its operating requirements.

2. Recruitment through community agencies

   The Port of Oakland will make extensive use of those agencies in the City of Oakland who can assist the Port in finding new manpower resources.

3. Youth Motivation

   a. Recognizing the critical need of bringing young people into productive and meaningful jobs, the Port will seek to solicit commitment for positions on its staff and among its tenants for the employment of a minimum of 1,000 unemployed young men and women in the City of Oakland's "Youth Opportunity Campaign."

   b. The Port will participate in and encourage the participation of its tenants in Oakland school "Career Days" to motivate minority youth to consider jobs at the Port and/or with its tenants.

4. Community Information

   a. The Port of Oakland will regularly publicize its job opportunities at the Port and encourage its tenants to publicize their job opportunities through the Urban League, Adult Opportunity Centers, Youth Opportunities Centers, Skill Centers, Opportunities Industrialization Center, and other neighborhood agencies and centers which reach minorities.

    - b. The Port and/or its tenants will publicize within the minority community, particularly through communications media which serve Negroes, Mexican-Americans, and other ethnic minorities, its efforts and accomplishments in joining with the community to solve employment problems.

B. "Job Engineering"

1. As to employees of the Port of Oakland, and consistent with the operating requirements of the Port, and all legal requirements, the Port will establish procedures which will:

    - a. Review and revise techniques of selection, interviewing, evaluating potential, and testing.
    - b. Review and revise entry level jobs and examine qualification requirements for these jobs.
    - c. Review and revise educational requirements.
    - d. When appropriate, waive arrest and conviction records when considering qualifications for employment.
    - e. Upgrade present low-level employees and find better ways to develop their potentials for advancement.

2. As to tenants, contractors, and businesses operating on property of the Port, the Port will initiate programs designed to encourage and assist these companies to:

    - a. Review and revise techniques of selection, interviewing, evaluating potential, and testing.
    - b. Review and revise entry level jobs and examine qualification requirements for these jobs.
    - c. Review and revise educational requirements.
    - d. When appropriate, waive arrest and conviction records when considering qualifications for employment.

e. Upgrade present low-level employees and find better ways to develop their potentials for advancement.

C. Equal Employment Opportunity Officer

Recognizing that the Port of Oakland is a department of the City of Oakland and that the Port Area is within the geographical boundaries of the City of Oakland, the Board of Port Commissioners agrees to assist the City in establishing an Equal Employment Opportunity Program and a position of Equal Employment Opportunity Officer for the City including the Port of Oakland. The Port's assistance of this position shall include, but not be limited to, financial support and full cooperation with a program of securing equal employment opportunities throughout the City of Oakland. With regard to employment opportunities at the Port of Oakland, this Officer will assist the staff of the Port and the Oakland Civil Service Department in taking necessary action to:

a. seek unemployed or underemployed candidates for employment;

b. propose training programs, including upgrading for Port staff;

c. review position and grade structures, qualifications and requirements;

d. assist the Port in seeking realistic employment standards with particular emphasis on establishing criteria that can be met by the unemployed and underemployed residents of Oakland;

e. encourage and assist members of the minority communities to participate in ownership and to own and establish business enterprises on facilities of the Port of Oakland;

f. encourage the Port and its tenants to do business wherever practical with minority businesses and contractors of Oakland; and

g. direct and supervise internal personnel counseling programs to promote a broader understanding of the problems of minority employers.

With regard to employment opportunities throughout the City of Oakland, including the Port Area, the Equal Employment Opportunity Officer shall, with the full support and aid of the Board of Port Commissioners, officers and employees of the Port of Oakland, seek to increase the number, level and/or quality of such opportunities for the employment of unemployed and underemployed residents of the City of Oakland.

IV. Reporting Requirements Evaluation and Review

The Board of Port Commissioners of the Port of Oakland will continually strive to evaluate the effectiveness of its efforts in providing equal employment opportunities.

A. Recognizing that the Port is engaged in a program with the Economic Development Administration to expand efforts to provide equal employment opportunities, the Port will supplement the data it provides to EDA with a narrative report delineating employment activities, promotions and other upgradings, and other activities not covered in the report forms, to indicate progress made by the Port in the implementation of these policies.

V. Conditions Attached to Statement of Employment Policy

A. This Statement of Employment Policy shall be subject to all applicable provisions of the Charter of the City of Oakland including particularly those provisions relating to personnel administration and civil service.

CAREER OPPORTUNITIES DEVELOPMENT PROGRAM IN CALIFORNIA

California's Career Opportunities Development Program, adopted in May 1968, has opened a new dimension in manpower planning for California civil service. The essential feature of the program is emphasis on structuring or restructuring of jobs to employ and develop all human resources most effectively. With this approach, the state has been able to realize its goal of establishing permanent career opportunities for disadvantaged persons in state government within the framework of existing merit system rules and regulations and current budgetary limitations, and with an actual increase in productivity of the work force. In fact, the program has strengthened the merit system by removing needless administrative bottlenecks, and it has increased the number of employees without adding to the payroll by creating useful subprofessional jobs from budgeted but vacant professional positions. By this same redistribution of work, the program has relieved overburdened professionals, increased the productivity of understaffed departments, and provided an internal source of trained manpower.

The program's modus operandi has been:

1. to develop recruitment, selection, placement and other personnel policies to facilitate hiring the disadvantaged;
2. to identify, publicize and promote the use of existing job opportunities and apprenticeship programs within the state civil service for which disadvantaged already are qualified;
3. to analyze existing jobs to separate out subprofessional tasks which could be regrouped into entry-level or subprofessional positions;
4. to upgrade the skills of disadvantaged employees through training and educational opportunities to prepare them for career service advancement.

The focal point, however, has been job redesign or restructuring to achieve the desired goal. During the first year of operation, the program developed 14 new classifications and added 607 positions, with the active participation of ten state departments.

BACKGROUND OF PROGRAM ...

Several factors contributed to the development of this program in California. The business community had already begun to accept its social responsibility to provide job opportunities for the growing number of unemployed and underemployed poor in the state. It was obvious that California's civil service, as a major employer, was obliged to follow suit. Given the critical shortage of trained professionals in a number of occupational areas within state agencies, it was also incumbent upon the state to find ways to supplement the traditional source for trained personnel in order to meet the demands of the rapidly expanding population.

In 1966, with the approval of the state legislature, the State Personnel Board began to implement a manpower utilization and poverty reduction program. A representative was appointed to coordinate and assist state agencies in reviewing entry-level professional and technical classes to identify those in which nonprofessional aides would be useful. The objective was both to relieve overburdened professionals of non-skilled duties and, through job training and subprofessional careers, to create alternate avenues of entry into state services for disadvantaged persons.

The 1967 Social Security Amendments, calling for maximum feasible participation of the poor in the federal grant programs, gave added impetus to this effort. In response to this mandate, the Governor appointed a task force to determine a program for state departments which would best carry out the objective. The result of the task force report together with the other precipitating factors was formation of the Career Opportunities Development Program, announced to heads of all state units in a memorandum by the Governor on June 11, 1968 (Attachment A).

IMPLEMENTING THE PROGRAM ...

Because of the urgency with which the the Governor's Office and the Personnel Board viewed the program, two professional positions were diverted immediately from other assignments to establish the nucleus of the centralized career opportunity staff. Major responsibility of this two-man team was to provide centralized coordination and direction for implementing the programs in the various state departments.

This involved identifying and suggesting prospective areas for department consideration in development of a plan, providing technical assistance as requested, and maintaining contact with employee organizations and occupational groups which might be interested in or affected by such programs. As an arm of the Personnel Board, the staff also had the responsibility for presenting proposed programs for formal board approval, and internally, for working with other members of the Department of Personnel in developing new and revised procedures to facilitate hiring of the disadvantaged.

Primary responsibility for formulation and implementation of programs rested with the individual department because of the impact of such activities on its own internal function. Each department appointed a project coordinator to supervise internal development of a program and act as liaison with the career opportunities staff.

As its first official act in implementing the Governor's memorandum, the Career Opportunities Unit surveyed classification plans in state civil service to identify occupational classes where departments might begin to develop plans for a program. The survey resulted in three lists: 1) open employment classes in which there was a relatively high level of hiring activity; 2) open employment classes for which the disadvantaged should possess the minimum required qualification; and 3) some classes of occupational areas in which it might be possible to restructure work to provide new levels of jobs for which disadvantaged could qualify.

On the basis of these recommendations, individual departments made a preliminary analysis of their internal needs and possibilities, and began to formulate proposals for hiring disadvantaged persons in existing entry-level or proposed new classes.

While it appeared that new entry-level opportunities could be developed in all occupational groups, the Career Opportunities Unit decided to concentrate efforts where there was reasonable assurance of success. Ideal situations seemed to be those with 1) substantial hiring activity; 2) jobs located in geographical areas accessible to the disadvantaged; (3) positions requiring minimum education and experience for initial employment (here it appeared that most jobs could be restructured so that an entry level could be filled by persons with less than high school education); 4) jobs requiring only a short initial training period before meaningful work could be performed; and 5) jobs offering maximum opportunities for promotion and self-development.

Once the occupational area or areas had been chosen, the departments were able to proceed with a variety of approaches in developing their programs. They were urged to review their hiring requirements to see if prerequisites of education and experience were excessive for the actual work to be performed. They could develop pre-employment training programs, perhaps in conjunction with manpower projects from local poverty agencies, to employ disadvantaged in existing entry-level positions. Where disadvantaged persons already were working and had experience and potential to perform at higher levels, agencies would structure in-service training and promotional opportunities.

The career opportunities staff, however, focused its attention on what they considered to be the most fruitful course of action; restructuring existing jobs and creating new entry-level and trainee positions for existing job series. In examining the existing job structure, they found that classification plans frequently had sharp breaks between levels and that some types of work precluded upward mobility and reinforced the division between professional and non-professional classes. By restructuring these jobs or the entire organization of work, the departments could regroup and reorganize duties performed by existing classifications to reflect the level of difficulty, training and experience required for successful performance. When properly organized, the successive classifications would form new and more cohesive career ladders.

Since one of the criteria for determining a new structure was development of promotional opportunities, realistic plans were necessary to enable employees to acquire formal or on-the-job training to advance to higher levels of work. In the staff's judgment, this approach to bridging the gap between subprofessional and professional levels had a number of benefits not only for the disadvantaged but for the efficiency and productivity of state civil service as a whole. By making fullest use of all personnel, the new job structure would help relieve professionals of unrelated duties and reduce citical manpower shortages in these hard-to-fill areas. In addition, it would provide an alternate route of entry into career civil service for disadvantaged persons and an additional source for trained professional manpower through the newly-developed career ladders. Promotion and advancement would now be based on demonstrated job performance, in-service training, and out-service job and academic training courses which would be identified as relevant and necessary for higher levels of work.

Prior experience indicated this approach would have the greatest chance of success in fulfilling management needs and providing opportunities for employment of the disadvantaged with the ultimate goal of attaining professional status.

HIGHLIGHTS OF ACCOMPLISHMENTS IN JOB RESTRUCTURING ...

A. A New Career Ladder in the State Service Center Program

In 1966, a series of 13 State Service Centers had been established statewide as part of anti-poverty efforts to provide the poor with an accessible source of help to identify and solve a myriad of social and economic problems. At that time, the Personnel Board had established two classifications below the professional level, specifically designed to facilitate employment of the disadvantaged in these service center programs and also to provide support services to a limited number of professional social workers. The first was a trainee position of community service worker, which was a nine-month temporary appointment only and provided general work experience. The second, that of rehabilitation aid, was a permanent subprofessional position designed to assist in general intake and processing of clients.

There was no provision for progression from the trainee position to that of rehabilitation aid, nor was there a means by which the aid could apply his on-the-job training and experience to qualify eventually for a professional position within the center. Yet, the response of the workers, their performance on the job, and the increasing work load of social workers seemed to indicate the need for a subprofessional career ladder, leading eventually to the professional position of caseworker.

Therefore, in August, 1968, the career development staff in conjunction with service center directors proposed an entirely new classification plan and organizational structure for the intake units of the centers. The attached chart (Attachment B) indicates the eight new classes and one revised class which were included in the new plan. At the lowest level of entry, the class of community service trainee was replaced by the social service aid position. There were no educational requirements for the class. The only prerequisite was experience, paid or unpaid within the last ten years, which provided the candidate with knowledge of the disadvantaged community, its residents, its problems and its resources. As part of his employment, the aid received on-the-job training and classroom instruction, increasing his skills so that he might be able to advance in this career ladder, obtain other appropriate positions in state service or suitable employment outside government.

As a non-testing class filled by nine-month temporary appointments, the aid position provided line management with the flexibility necessary to direct recruitment efforts to a target population (the disadvantaged) in the community, and to select on the basis of demonstrated experience rather than structured tests which might have screened out culturally deprived individuals. At the same time, the temporary nature of the job guaranteed desired turnover for a trainee class and facilitated the termination of unsatisfactory trainees. To be sure that such flexibility was consistent with merit system principles, the Personnel Board required that the career opportunity staff develop screening and certification procedures for all non-examining classes used as a basic entry into subprofessional occupational areas. Such screening processes would ensure that individuals hired under the program were in fact members of the target population and possessed the ability required for successful performance and upward mobility.

Movement to the next level of social service assistant I was through open-competitive examination which could consist of a written test, measuring either aptitude for the subprofessional work involved or subject matter knowledge; a written examination combined with a Qualification Appraisal Panel (oral interview) or a Qualification Panel alone. This newly developed position, having no counterpart under the old system, now became the first permanent rung in this subprofessional career ladder. Duties again involved support services to clients with the addition of certain administrative tasks to assist the professional staff. Although appointments were not restricted to social service aids, the class was nevertheless designed to continue training and experience for those who had occupied positions in such lower related classes of work.

Minimum qualifications called for either six months experience as a trainee or aid in the social service aid program or other similar social service programs or one year of college and relevant paid or unpaid experience, which would allow for a broad recruitment base. At this juncture in the career ladder, the Service Center Program also entered into agreement with other departments to arrange outstanding work assignments for its social service assistants. The rationale for such a plan was to provide work experience and training in other occupational areas, giving employees the option of lateral transfer to other departments or promotion by examination to a higher level position in another department better suited to their talents and desires (see Attachment C).

One might qualify as a social service assistant II either on the basis of experience and training gained in a lower related class of work or by substitution of education for experience. The employee now functioned primarily as an intake interviewer which introduced him to the casework process. The position itself was on a par with that of community employment worker and rehabilitation aid, carrying out similar functions in other departments. The significant difference for the social service assistant II was that experience in this class, together with satisfactory completion of a portion of a prescribed code training program, qualified the individual for promotion to the counselor associate position, linking the subprofessional and journeyman level classes.

The counselor associate, which constituted the normal entry level for college graduates, carried with it the responsibility for an assigned case load and the performance of casework functions under the direction of professional intake counselors and other professional staff at the center. The establishment of this particular class was a major breakthrough, since it offered the nonprofessional employee the opportunity to gain the required casework experience to qualify for the professional counseling classification. In turn, the minimum qualifications for the professional position of intake counselor were then revised to reflect this new class. Where previously entry had been possible only on an open basis, now there was provision for both open entry and promotion from within the ranks of the social service career ladder.

At no point did this restructuring of work lower qualifications of the positions or reduce productivity. On the contrary, it increased the efficiency of the centers by relieving overburdened professionals and providing an alternate means of acquiring trained personnel. In less than six months after the approval of this new career ladder, 27 persons had moved from temporary non-status training positions to permanent civil service jobs. In addition, 21 employees in previously dead-end subprofessional positions were promoted to a new preprofessional level leading directly to full-range journeyman or supervisory positions in this program. By March 1969, there were a total of 22 counselor associates, 62 social service assistants II, 25 social service assistants I, and 54 social service aids in this newly-developed career ladder.

B. Service Occupational Trainee and Mechanical and Technical Occupational Trainee Series

This classification was developed in response to expressed needs of various departments for a broad entry-level worker trainee class which could be applied to various occupational areas outside the clerical and human-service fields. The purpose was to facilitate employment and training of educationally and culturally deprived persons who had the ability but lacked the formal requirements of education and experience to qualify for most entry-level positions in state service. As proposed, individual departments would offer programs of work experience and training as a substitute for the usual prerequisites.

These trainee positions, like the social service aid, would be filled through temporary appointments on a non-examining basis, again with specified screening and selection procedures to insure uniformity with the merit system standards. Upon completion of the training program, participants would compete for regular entry-level positions through the normal channel of an open-competitive examination. A maintenance service occupational trainee might be trained for a position as laboratory assistant, laundry assistant, food service worker, assistant groundsman, stock clerk, etc. A mechanical and technical occupational trainee might prepare to enter classes of engineering aid I, drafting aide I, laboratory assistant I, animal technician I, forest fire truckdriver, duplicating machine operator, etc. Each of these positions required at least six months experience with varying educational requirements.

The trainee class required no restructuring of existing jobs, nor did it lower the existing requirements. Instead, it provided a sub-entry level position by which the disadvantaged might gain access to positions otherwise out of their reach. It was also possible to use the position as the first step in a two-class series leading to more highly skilled nonprofessional entry-level positions. In this case, it would be necessary to create an intermediate or journeyman-level position to provide the necessary bridge between the trainee class and entry-level job. The career opportunities staff further suggested that the class be used in conjunction with manpower development programs such as Neighborhood Youth Corps, which provided training in state agencies, or in conjunction with apprentice programs being developed by various state agencies.

On November 21, 1968, the State Personnel Board officially adopted the trainee class. However, it restricted the use of the position to those departments which had career development plans approved by the Personnel Board. By so doing, it could insure that reasonable opportunity existed for permanent employment and career development of the trainee and that appropriate screening and selection procedures would be used. Still, the flexibility of this new position gave most departments immediate opportunity to implement a career development program. In a rather simple and uncomplicated fashion, it has managed to eliminate many of the difficulties arising from California's somewhat stringent entrance requirements.

C. Classification for Hospital Workers in the Department of Mental Hygiene

By developing this classification, the Department of Mental Hygiene was able to create a new entry point for untrained disadvantaged persons and at the same time develop a position which would relieve its psychiatric technicians and other ward nursing personnel of non-nursing service-oriented duties which constituted approximately 20% of their work time. Using funds from vacant professional positions, the department proposed to hire 230 hospital workers within the first month after approval of a position.

Regrouping of duties resulted in a position which entailed simple tasks performed with a minimum of education or experience. This permitted employment of culturally and educationally disadvantaged persons who might not have had the specialized work experience required for appointment to the current entry-level class of psychiatric technician, laundry assistant and food service assistant I. There were no specified quantitative educational or experience requirements. The candidate needed only the ability to read and write, to follow oral and written instructions, and to have the proper personal characteristics of cheerfulness, patience, tact, emotional stability and good judgment which would be necessary to function within a hospital setting. The position represented a permanent appointment with a six-month probationary period.

While the department did not restructure all jobs, it did plan for the promotion and upward mobility of hospital workers within existing career ladders. It proposed both on-the-job and out-service training to facilitate this upward mobility.

By successfully completing a six-month probationary period and an appropriate transfer examination, a hospital worker could qualify for higher level positions of food service worker, laundry assistant, etc. His experience in this newly-created position permitted him to meet requirements for those entry-level hospital classes which required general or specialized paid experience, such as housekeeper, janitor and food service assistant.

By February 1969, the Department of Mental Hygiene had appointed 161 persons to this position. Many of these persons were welfare recipients or otherwise dependent persons. According to the recent report of the Staffing Standards Commission, there was potential to establish a total of 1,700 hospital worker positions throughout the state, if the program proved successful enough to warrant such expansion. There seems to be little doubt, however, that this regrouping of tasks would have a positive major impact on the effectiveness and productivity of the entire nursing ward operation.

D. Other Newly-Established Subprofessional Classes

Within the Department of Youth Authority, there is now a class of correctional program assistant which provides support services to academic and vocational teachers, parole agents, youth counselors, and group advisors within correctional institutions. The subprofessional position offers three areas of employment: teacher aid, case worker aid, and recreational aid. The class requires only the successful completion of a recognized Youth Authority human-services training program or nine months experience working with youth and children, preferably dealing with problems of delinquent youth, and the equivalent of an 11th grade education (experience here may be substituted on a year basis to meet this educational requirement). This subprofessional position will now permit disadvantaged persons to meet the necessary prerequisites to qualify for a variety of entry-level positions within the Department of Youth Authority.

In August 1968, the Personnel Board also formalized the position of parole aid, which marked the beginning of a subprofessional career ladder in the Department of Parole and Probation. Here the only entrance requirement was six months experience as an aid or trainee in a program of or related to professional rehabilitation. The department itself has provided such training through a program using the community service aid class as the trainee position. By March 1969 there were 26 parole aides at work assisting professionals and acting as liaison between the parole agent and the parolee.

In addition to these implemented programs, there are several proposals pending board approval which deserve mention. One from the Department of Public Health would revise the minimum requirements for laboratory assistant series, allowing entry into the laboratory assistant I class on the basis of six months experience in laboratory work and a 12th grade education or completion of a formalized laboratory work experience and training program of at least three months in duration, such as that offered by the Manpower Development and Training Act, the Incentive Program or other programs and state agencies. As a class to provide for this basic training, the department has considered the use of the mechanical and technical occupational trainee position. Promotion to laboratory assistant II and the newly titled laboratory assistant III position could now be on the basis of one or two years of experience, respectively, gained at a lower level of laboratory work.

To expand into the administrative fields, the career opportunity staff in conjunction with the Department of Health Services is considering the adoption of an administrative service intern program which would prepare persons for professional-level administrative positions through the subprofessional training program. A person at the social service assistant II level with the Service Center program would have the option of a lateral transfer into this series, thus providing an alternate route to professional status in another job category.

As an expansion of the current program of community employment workers, the Department of Employment has requested the addition of a lower entry-level class for community employment worker I, and the revision of the present entry-level position of community employment worker to accommodate these changes. The department had also proposed the addition of a higher level position of community employment advisor which would provide the necessary link between the subprofessional and the professional level in the career ladder. Aside from the promotional opportunities for disadvantaged persons, such a proposal is also warranted by the tremendous increase in casework for department personnel since its expanded activities in connection with antipoverty efforts.

In each of the newly-developed job categories, the staff and the operating departments have had to concern themselves with techniques of recruitment, screening processes, adequate testing procedures and the development of accurate reporting systems to meet statutory obligations to the Personnel Board, as well as to measure the impact and success of these new programs. Presently the career opportunity staff is developing a reporting system to measure the upward mobility of employees within its program. General figures, however, are available which indicate the development of 14 new classifications and an increase of 607 positions with active participation of ten state departments during the first year of the program's operation.

CONCLUSION ...

Despite the complexity of the program of job creation and job restructuring, the career opportunity development staff has managed to carry out its objective effectively without the revision of rules and regulations in the current civil service system of California. Moreover, it has been able to implement the program within the existing budgetary limitations of the state. Employment opportunities which have resulted are permanent changes within the system, opening doors to upward mobility for the disadvantaged and at the same time increasing the efficiency and productivity at all levels by structuring jobs to make fullest use of available human resources.

At times, this has involved the analysis and rearrangement of tasks for an entire job series. Often it has merely consisted of the creation of a trainee position for an entry-level job which required prior education and experience. At times it has been necessary to add intermediate positions to free a dead-end subprofessional job for possible advancement to a professional level or to expand possibilities through newly-developed channels for transferring to other job categories.

The dynamic of the total program is centered in the willingness of the system to respond to change where it has been proven necessary and beneficial to the entire community. Initially, it required the commitment of the Governor, his cabinet, and the directors of each of the operating departments. To make the program work, however, the total commitment and involvement of middle management and line personnel was necessary in the planning and operation. The necessary flexibility for continuing such an operation already existed, but it required ingenuity and cooperation to mount it. The exciting result for all to see is that it can be and has been done by California and can well be done by other state and local jurisdictions in much the same way.

State of California

Memorandum

To : HEADS OF AGENCIES, DEPARTMENTS, MAJOR UNITS AND OTHER KEY PERSONNEL

Date : June 11, 1968

Subject: Career Opportunities Development Program

68-12

From : **Governor's Office**

A recent review of the needs of California indicates the urgency of developing new employment opportunities for the disadvantaged of our state. The State, as a major employer, is obliged to take the lead in extending all efforts necessary to assure an equal opportunity for the disadvantaged. We must evaluate every aspect of our state government's personnel management program in order to provide broader opportunities. This review should include, but not be limited to, job classification, recruitment, examining, hiring and advancement to assure equality of opportunity for employees and prospective employees of all races.

Toward these aims, I am pleased to announce the formation of a Career Opportunities Development Program. The State Personnel Board staff will provide leadership and technical assistance to each of you in the efforts you are making in providing increased career opportunities for the disadvantaged. Briefly, the objectives of the program include identifying disadvantaged use of existing job opportunities within State Civil Service; creating new employment and career opportunities by job restructuring; developing personnel policies which will facilitate placement of the disadvantaged; and, upgrading the skills of disadvantaged employees to prepare them for civil service advancement. The attached memorandum outlines these objectives in more detail as well as outlining a proposed program by the Personnel Board, for increasing opportunities for California's disadvantaged.

All of my staff have been and will continue to assist in this important undertaking. The Cabinet Secretary's office is providing liaison with the State Personnel Board in the implementation of the Career Opportunities Development Program, which will be headed by Richard A. Bernheimer.

I expect and I know I can count on your full cooperation and support in helping to achieve these objectives.

Sincerely,

RONALD REAGAN
Governor

Attachment

DISTRIBUTION:

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ATTACHMENT B

SERVICE CENTER PROGRAM

CLASSIFICATION PLAN

Existing	Salary Range	Proposed	
Intake Counselor	$676 - 821	Intake Counselor	
	$556 - 676	Counselor Associate[2]	Counselor Associate Spanish Speaking
Rehabilitation Aid[1A]	$480 - 584	Social Service Assistant II	Social Service Assistant II Spanish Speaking
	$415 - 505	Social Service Assistant I	Social Service Assistant I Spanish Speaking
Community Service Trainee[A]	$359 - 395	Social Service Aid	Social Service Aid Spanish Speaking

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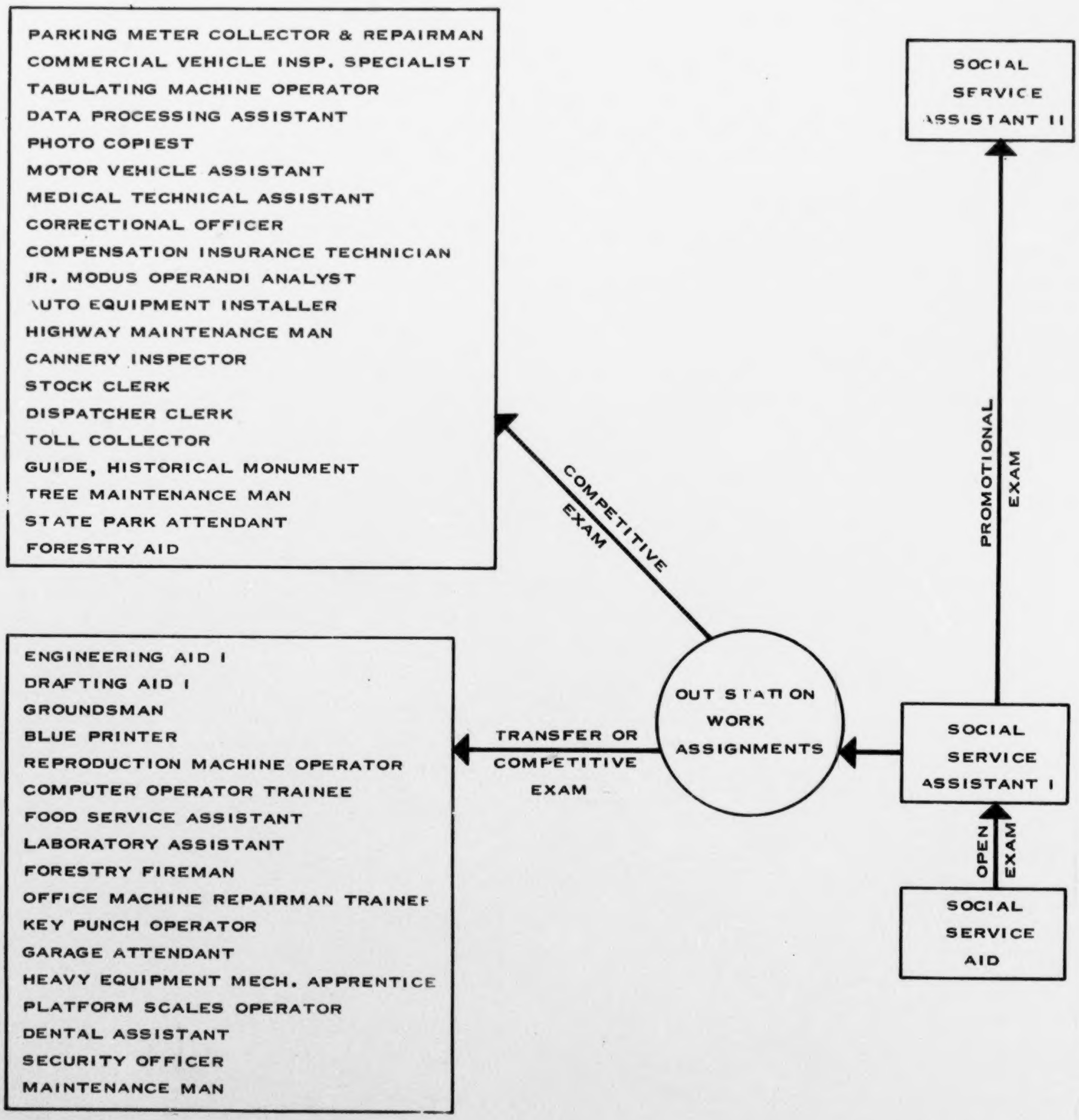
[1] Experience not qualifying for promotion to counselor.

[2] Experience qualifying for promotion to counselor.

[A] The Department of Corrections, Employment and Rehabilitation will continue to use these classes.

ATTACHMENT C

EXAMPLES OF POTENTIAL TRANSFER AND PROMOTION OPPORTUNITIES RESULTING FROM "OUT STATION" ASSIGNMENTS



THE CONNECTICUT STORY

Many jurisdictions today claim that they are unable to employ the disadvantaged, even for vacant entry-level positions, because of the restraints of civil service rules and regulations. Much of the difficulty may be related to unrealistic selection processes which have evolved from highly rigid civil service laws and still reflect the conditions of a loose labor market. If this is the case, updating these administrative regulations and, if need be, the law itself would help to create a system more responsive to society's economic and social needs. Further, it would strengthen the merit principles which these provisions seek to protect and promote.

Several concerned jurisdictions have already begun to remove many procedural impediments: however, few have tackled the sanctity of the law and the rigors of the amendment process. Connecticut represents one of those few which have in recent years undertaken a full-scale house cleaning of the civil service system in order to create a mechanism more responsive to the needs of the society and more particularly to the employment needs of the disadvantaged.

In 1967, under the leadership of Governor John Dempsey, the state initiated a total revamping of the civil service. Among the changes, at least three deserve attention in the context of this paper: (1) the enactment of a new civil service law and an independent Personnel Department; (2) the creation of an Equal State Employment Unit within the Personnel Department; (3) and most recently, a series of amendments to the 1967 Personnel Act which, for the first time, give the commitment and force of law to the policy of hiring and training the disadvantaged in Connecticut's public service.

A NEW LEGAL AND ADMINISTRATIVE STRUCTURE...

One of the first steps in the renewal process was the passage of the State Personnel Act of 1967, replacing an outmoded law which has been promulgated 30 years before in a transition from the total patronage system. The new document incorporates all the sound principles of a merit system, while at the same time allowing for new approaches to screen in the previously unused talents of the disadvantaged. The act nowhere addresses itself specifically to the employment needs of the disadvantaged, yet it creates a viable framework for development of such programs.

The new law was an outgrowth of a two-year management study of state govenment which suggested numerous changes in the state personnel system. Aside from promulgating the law itself, which embodies many of the report's recommendations, the legislature carried out a most significant organizational change by incorporating personnel activities for the first time into one independent department with cabinet status. The law, coupled with this new personnel structure, has provided the legal and administrative machinery needed to implement the many programs for the disadvantaged now under way.

AN EQUAL OPPORTUNITY UNIT...

In July 1967, the Equal State Employment Unit, was formed within the Personnel Department to be the administrative vehicle or catalyst for initiating programs which would allow the disadvantaged to enter and progress in state careers. As a unit within the office of the Personnel Commissioner, the staff has had the leverage to review and revise practices and policies which would insure equitable opportunity for all state applicants and employees. One of the primary concerns has been to eradicate a tainted image of the civil service so prevalent among the poor. This has been accomplished by developing credible and worthwhile employment opportunities.

To reach the disadvantaged, the unit developed a much more effective and personalized recruiting system. Inner-city branch offices were established in four major cities, and are open from 9 in the morning until 9 in the evening to accommodate the underemployed as well as the unemployed. Staff members explain job requirements, screen applicants, assist with the application procedure and--where necessary--accompany prospective candidates to hiring agencies. Each of these measures has helped to ease the fears and insecurities of the job seeker. The same recruiters provide individualized counseling and follow-up for their candidates. Finally, to relieve the financial hardships of the normal two-week hold back of wages, the staff has introduced a unique procedure of money advance. This measure alone has significantly reduced the number of dropouts within the first pay period.

Aside from its intensive recruitment program, the equal employment staff has initiated programs to remove unrealistic entrance requirements, establish more appropriate selection procedures, and develop new entry-level positions, career ladders and training programs for the disadvantaged. For existing classes, unnecessary education and experience requirements have been reduced or removed. Twenty-four new and revised classes which involve 3200 positions in clerical, technical and human-service areas have been specifically designed to include the disadvantaged.

NEW CLASSES OF POSITIONS...

An example of the new classes is the neighborhood resource worker, intended for use in any state agency where there is need for better communication between the government and the residents for whom it is providing services. In the past, such a position would have called for a combination of formal education and full-time paid employment in community relations work. Selection would have been based on a combination of written and oral examinations. The existing classification, in contrast, has as its minimum qualifications: "not less than two years paid or volunteer experience working with the disadvantaged." Selection is based on structured interviews only. The requirements and the selection process are now more realistic and appropriate for selecting the candidates best qualified for the job.

In the growing state airport network, the position of airport fire and security officer required a complete character investigation and not less than one year's employment in fire or police work. As revised, the character investigation is now optional, and individuals with arrest records have been employed. The experience and training requirements have also been changed to "some high school training or experience, preferably (but not necessarily) in an area related to fire and security work." As a result, the position is now within reach of many disadvantaged persons who were previously excluded from competition by unnecessarily rigid requirements. An active inner city recruitment program produced three times as many qualified applicants as there were job openings, for a class which had never before had disadvantaged or minority group members on its staff.

On a broader scale, requirements for the clerical-typing-stenographic occupational groups have been revised at both the entry and working levels of the series. Now, entry-level positions no longer require high school completion, but simply aptitude. Equivalency in training and experience may now be substituted for educational requirements throughout the career ladder. In addition, by decentralizing the selection process throughout the state, recruitment, selection and placement will be possible on an immediate basis to the disadvantaged.

STUDY OF SELECTION PROCESSES...

To improve the state's selection process, the Equal Opportunity Unit has initiated one of the few projects being conducted at state and local levels to determine the validity of tests and the presence of cultural bias in the examination process. With assistance from the University of Connecticut and the Bureau of Vocational Rehabilitation in the Department of Education, the staff psychologist has conducted a limited study of possible cultural bias, using a random selection of 50 applicants in each of three entrance-level positions requiring written tests. The job areas selected were those having continuous recruitment and examination, and types of positions having a reasonable representation of minority group applicants: typist I and II (not requiring high school completion); jail guard and correction officer (not requiring high school completion); and case worker (requiring college degree).

Each of the applicants took the standard state test which determined his certification to the eligible list for state employment. For research purposes only, he then took a standardized achievement or personality test which was designed to reveal approximately the same information as the state test, but which had been validated and for which norms had been established. Accompanying the test scores was a confidential personal history form filled out by the applicant, covering such factors as social and ethnic background, type of education, previous job success, etc. An individual follow-up of each applicant was then conducted to determine his job placement and performance in state service or elsewhere, and this information was supplemented with a personal interview to discover any other factors relating to job success or failure.

The study sought to determine the validity of state tests by comparing the results of these examinations with the results of the standardized tests, job placement and job success of the applicants. An analysis of cultural bias was carried out by reviewing personal history with potential problems relating to racial or educational background. The results of these state tests were compared with performance on the job, and with the test results and job performance of the entire group of subjects.

Using the results of the preliminary study made available in the last quarter of 1969, the Equal Employment Unit is reviewing the current test bank to remove recognized items of cultural bias and to substitute more effective methods of measuring an applicant's ability. A hoped-for goal will be more expansive studies leading to the development of vocationally oriented tests for each class based on job analysis.

MAJOR TRAINING EFFORT...

The major training effort for the disadvantaged has been the Governmental Assistants Career Program. All major state agencies were asked to develop specific restructuring programs for their technical positions in conjunction with the staff from the Personnel Department. Governmental assistants can be selected, trained and upgraded for an eventual professional position. In no case has the Personnel Department sanctioned positions where a definite career ladder did not exist or could not be validly constructed. At least 100 positions have been identified with an appropriate one- to two-year in-service training program which will lead to a technical position paralleling the first professional level of that job category.

Promotional ladders are so varied as to include areas of work in fish culture, water resources, livestock, and marketing in the Department of Agriculture; careers in drafting in the Department of Public Works; food and weights and measures inspection in the Department of Consumer Protection; and industrial hygiene, laboratory work, environmental health and rehabilitation in the Department of Health.

The only qualification for the trainee position of governmental assistant is the possession of a high school diploma or an equivalent combination of education and work experience. To recruit applicants, the equal opportunity staff used its inner city branch offices. Final selection has been based on an entirely new examination process developed by the unit to measure the candidate's aptitude and occupational interests rather than his learned skills or present achievement level.

To launch this program, the administration allocated approximately 75 trainee positions to the Personnel Department in the fiscal 1970 budget. Once the trainee has successfully completed the program, he will then assume a permanently budgeted position with his assigned agency. The fact that 75 positions were budgeted specifically for training of the disadvantaged must be considered a major breakthrough.

AMENDMENTS TO THE LAW...

The 1969 amendments to the State Personnel Act, however, are unrivaled in the positive legal force which they lend to the governmental assistants program and to the future prospects for employing the disadvantaged in Connecticut's public service.

Section 6 of Public Law No. 658 now makes possible block certifications in those shortage occupations for which there are continuous examinations. To quote the act: "All candidates who pass such examinations shall be graded on a pass-fail basis, and all candidates who pass shall be immediately eligible for certification and appointment." Not only does this process help to fill job vacancies more quickly, but it also eliminates the rating process which often discriminates against the disadvantaged who test poorly.

The much more revolutionary and significant addition to the act, however, is contained in Section 11: "The Personnel Policy Board may provide by regulation for the appointment, with or without examination, of qualified persons in a class in which the incumbent serves for not more than two years in the class as part of an established training program."

> The Personnel Policy Board may provide for the establishment of classes which are pre-professional in nature and are designed as entry classes for the disadvantaged. Appointment of qualified applicants to positions in such classes may be made on the basis of tests for fitness other than competitive examination. Incumbents of such positions shall receive appropriate on-the-job training and shall serve in such positions or classes of positions for a period of not more than two years, provided, upon recommendation of his appointing authority, an incumbent who has so served may be appointed for not more than one additional year in such position or class of positions. Persons so appointed shall be eligible to acquire the established rate of point credit for competitive promotional examinations for such time as he serves in such positions or class of positions in addition to any other credit for which he may be eligible.

CONCLUSION...

The legislative and administrative changes which have taken place in Connecticut would have been most difficult, if not impossible, to accomplish had there not been an interested Governor, a willing General Assembly, and a competent and imaginative leadership in the Personnel Department. Having these ingredients for success, Connecticut has been able to demonstrate for other jurisdictions the possibilities for creating a more effective, responsive civil service system to serve the total community.

PENNSYLVANIA – A PRELIMINARY REPORT

INTRODUCTION...

In April 1968, Governor Raymond P. Shafer presented a message on the urban crisis to the Pennsylvania General Assembly. Repeating the recommendations of the National Advisory Council on Civil Disorders as to making good the promise of American democracy to all citizens, the Governor outlined a comprehensive action program which placed major emphasis on increased employment opportunities for the disadvantaged in state service.

As a consequence of this speech, the Department of Personnel and operating agencies have undertaken a series of projects which run the gamut from job reclassification and development of new career ladders to the provision of skills training and basic education for the disadvantaged and social awareness programs for current state employees. While there is need for greater dialogue and coordination of effort among departments, the current projects are noteworthy for their comprehensiveness and scope of activity in tackling the problems of the disadvantaged employee and for the positive changes they have already incorporated into state civil service to better serve the disadvantaged.

ESTABLISHING A DIVISION OF FAIR EMPLOYMENT...

In order to further the Commonwealth's efforts toward employment for the undereducated and underprivileged in the public sector, a Division of Fair Employment was established in the Personnel Bureau of the Office of Administration. Its mission was:

1. Directly to provide and/or assist agencies in providing additional education designed to afford adequate supervision, a permissive job climate and a fair chance for the disadvantaged employee on his job with the state.
2. To continue the study of position classifications in order to rewrite as far as possible the requirements to provide wider opportunity for undereducated and disadvantaged persons to gain state employment.
3. Coordinate, with the Division of Training and Development, both pre-employment and in-service training for minority persons.

4. Work with the Civil Service Commission on recruiting and testing procedures, theory and practice, to enable broader employment of disadvantaged persons.

5. To provide consulting service to agencies on problems involving the hiring, training, and supervision of disadvantaged persons.

6. To represent the Bureau of Personnel in outside contacts with various organizations to promote and enhance the Commonwealth's program for fair employment.

One of the first projects initiated by the division was a review of experience and training requirements to identify unrealistically high employment standards among state jobs. This review resulted in the elimination of high school graduation as a requirement for a variety of entrance-level classes of work which involved about 20,000 positions throughout the state. The review will continue until each job specification for positions in the state government has been evaluated.

Aside from job reclassification, a number of new entrance-level training classes have been created to increase the employment and training opportunities for disadvantaged persons in a variety of occupational areas including clerical work, patient-care services, engineering, social work, and public health. These newly devised career ladders will allow individuals to advance beyond unskilled dead-end job situations.

Two programs, one for the clerical trainee and the other for human-service aides, exemplify the work of the division. For the clerical trainee program a new class with no minimum requirements of experience or education was developed. At the same time, specifications for other positions in the career ladder were altered to increase promotional mobility for the trainee. As an experimental project, the class was opened for recruitment in Harrisburg only. An intensive outreach program was conducted, using word of mouth and community groups as an effective method of advertising positions in ghetto areas. Four hundred persons applied for the 50 to 60 positions available, and over 350 appeared at an improvised test site located in a community church basement. The prospective candidate filled out an application at the test site to eliminate difficulties of confusion and misunderstanding. Approximately 200 applicants were successfully tested in a new examination designed to indicate potential rather than achievement level. Final selection was based on the test scores along with an interview conducted by the hiring agency for the purpose of "screening out" only those persons with severe mental or physical disability. Trainees received work experience and skill training provided through the local Opportunities Industrialization Center and the Vocational Technical School in Harrisburg. After three months of successful performance in the training program, there was a provision for a 5% increase in pay with no change in title. After six months of satisfactory performance, a trainee was eligible for automatic promotion to the entry level position of clerk I, or with a specialization, to positions of clerk/stenographer I or clerk/typist I. Those clerical trainees who specialize in switchboard operations could now qualify for the entry-level switchboard operator I position. Like the other classes, this position would normally require the completion of a formal training course or equivalent combination of experience and training.

A career ladder for human-service aides, while it might be used in any area where human service is a factor, was particularly designed to help staff the Governor's Branch Office Program. Branch Offices were established in August 1967 to provide direct communication with citizens living in areas with great tension and poor communication between the government and the people. It was the responsibility of the Branch Office staff to hear citizens' problems and complaints and make referrals to appropriate resources for help. In effect, the Branch Office was a communication link bringing government closer to the people by improving the delivery of services to the community. Staffing the centers with neighborhood residents not only provided the best communication, but also opened new career opportunities for disadvantaged residents. Hence, the development of the human-service aide career ladder.

There were no prerequisites of education or training for the human-service aide I position, aside from direct experience with the problems or persons living in culturally, socially, and economically disadvantaged communities. Selection was on the basis of an interview only to detect the applicant's interest and ability to participate in an on-the-job training program. The basic skills and abilities necessary for public contact included communicating effectively with the disadvantaged and the ability to read, write, and perform simple arithmetic computations. To qualify for the position of human-service aide II required either one year of demonstrated group leadership within the community and a sixth-grade education or its equivalent in experience and training, or the successful completion of an approved in-service training program of at least four months' duration. For the position of human-service aide III one could qualify on the basis of two years' leadership experience in the community and a sixth-grade educational equivalent, or one year as a human-service aide II.

One of the unique endeavors of the Division of Fair Employment has been the development of social awareness programs for managers and supervisors in state government. The intent of the program is to encourage awareness of social, economic, and cultural problems that are faced by the disadvantaged individual in society and the disadvantaged employee in a job situation, and to acquaint participants with the changes in behavior and attitudes which are necessary in the majority community to help relieve these problems. A first step in this direction was the Governor's Conference to Examine the Effects of Prejudice in State Government, held in September 1968. Three hundred top state executives participated in the program. Through a series of presentations, film shorts, skits and round-table discussions, the conference focused attention on the need and obligation to implement a policy of equal employment opportunity. The results were favorable enough to warrant planning a future conference for middle management personnel along with a number of other social awareness programs planned by the division and various other departments in state government.

Aside from its activities to gain internal support for the Governor's program, the division has maintained a community relations function with various outside organizations such as the Jaycees, Cooperative Area Manpower Planning Committee, the Manpower Task Force, the National Alliance of Businessmen, the Opportunities Industrialization Board, and the like. One of the proposed projects for the future, for example, is the coordination of the state training program with various community training sources.

Having only a staff of two has meant that much of the division's work has been and will continue to be dependent upon its ability to act as a catalyst and involve top management as well as line personnel in support of programs within individual agencies.

STATEWIDE WORK-TRAINING PROGRAMS FOR THE DISADVANTAGED...

Through efforts of the Bureau of Special Services in the Department of Public Welfare, Pennsylvania has pioneered in sponsoring a network of federally funded work-training projects for the disadvantaged in its state institutions, beginning with Neighborhood Youth Corps funds in 1965, and continuing with the addition of New Careers funds in 1967. The goals for both these programs were:

1. to provide meaningful work experience and increase an individual's employability through formal training in job skills and education, and

2. to provide a pool of potential civil service employees for the expanding fields of medical and institutional services.

With the cooperation of at least 22 other departments and offices throughout the state, the Bureau of Special Services developed projects offering work experience and training in a variety of occupational areas in conjunction with remedial education and high school equivalency courses to develop more fully an employee's potential. Neighborhood Youth Corps enrollees trained for a wide range of occupations related to health services. New Careerists trained more specifically as aides to nurses, attendants, therapists, and other professionals directly involved in the delivery of human services to the community. The objective in this case was to construct career ladders which might eventually lead to professional status in one of these occupational areas.

In a unique role as sub-contractor to these statewide projects, the YMCA provided to clients the necessary supportive services such as transportation counseling, orientation at the work site, and the appropriate educational courses concurrent with job training. The "Y" also acted as liaison between the enrollee and the work site, his county board of assistance, or any other community resource which might have a bearing on the success of his training and eventual employment.

To be eligible for the program an individual had only to qualify under the standard poverty guideline set down by the federal government. Ninety percent of the enrollees in the Pennsylvania program had been on public assistance and were recruited by the county assistance board. Most of the remaining 10% were referred primarily by the Bureau of Employment Security. There was no other criterion for entry aside from an interview to determine interest and motivation.

To implement this program in the state agencies, the Personnel Department approved a provisional class of state work-programs trainee. While occupying this temporary position, the enrollee is paid bi-weekly at the rate of approximately $1.66 per hour and receives all other benefits accruing to state employees aside from permanency of position and retirement benefits. During the enrollee's first month, the Civil Service Commission administers the attendance trainee examination, which is a rather simplified version of the U.S. Employment Service General Aptitudes Test Battery. Those passing the examination are eligible for employment in the numerous entry-level unskilled and semi-skilled positions in state service. Those failing the examination are reexamined at the end of the 24-week training cycle. An average of 25%

of the trainees have passed the examination initially, with an additional 50% passing at the conclusion of the training period. Since there are also many positions in state agencies that are non-civil service in nature, these also offer possibilities for employment without qualifying by examination. For those who appear to have talent and interest in occupational areas outside the scope of the program, for instance in the clerical field, the program staff encourages application for the appropriate qualifying examination.

The enrollee generally works a five-day, 40-hour week with four hours devoted to formal skills training as arranged by the institution's coordinating staff. To the extent possible, all other supportive counseling and education provided by the YMCA are brought to the work site to ease the burden for the trainee and to integrate his work experience more fully. Both basic education and high school equivalency programs are offered in a manner which relates the content of the teaching material with the job skills to increase the relevancy to the training curriculum.

The participating institutions are encouraged to establish a one-to-one relationship between the enrollee and his work supervisor. Orientation for staff and enrollee is an essential part of each project; however, the institution is further encouraged to have pre-orientation sessions for all regular staff to acquaint them with the program. This measure has benefited the enrollee and has aided general employee morale.

As of June 1969, the Neighborhood Youth Corps project had placed 208 enrollees in civil service positions and New Careers, 474. These figures do not include those placed in state jobs which were not of the civil service nature.

The development of new classes to accommodate the disadvantaged and the revision of qualifications for existing classes has, of course, expanded employment opportunities and opened new career ladders for program participants in state service. The aide trainee class, for instance, is a beginning-level position of a training nature involving the care of mentally ill, mentally deficient, and physically disabled persons. After recent revision, the class now requires no previous experience and training, and provides entrance to a career ladder as a psychiatric aide or an activity aide. The latter includes work in general, industrial, occupational, physical, or recreational therapy in state institutions.

Revising the entry-level position of nursing assistant I to require no previous experience or training has opened up a three-step career ladder for the disadvantaged. Several areas of institutional work not directly related to human services are now more accessible to the disadvantaged because of revisions in minimum requirements for entry-level positions. These include laundry worker, food-service worker, domestic worker, and custodial worker in state institutions.

In July 1968, after three years of successful experience in operating federally funded work training projects, the administration approved the implementation of the Governor's Commonwealth Career Program which was designed to provide work experience and training in state institutions for general assistance recipients. The program was almost identical to its forerunners in design and operation. However, internal resources were used to finance this project by reallocating operating funds within the Department of Public Welfare.

In its first year of operation, the program was designed to train approximately 185 adults between the ages of 22 and 64 who were currently general assistance recipients. There were four training cycles of three months' duration. The same class of state work-program trainee was used, with similar salary scale and employee benefits. There were again no requirements of education and experience other than qualifying as a general assistance recipient. In certain cases exceptions are now made for former or potential recipients of Aid to Families with Dependent Children recipients without other available training programs.

As in the federally funded programs, the trainee worked a 40-hour week, with four hours devoted to formal training in a specific job skill. In the first year of the program 12 institutions and 16 county assistance boards participated as work sites in ten counties throughout the state. These included mental institutions, youth development centers, and general hospitals. Work training sites in state institutions covered a variety of health-service occupations and related fields. Training in county assistance offices was in preparation for subprofessional skills as community aides, case aides, counseling aides, etc. Coordination and provision of supportive service, which are handled by the YMCA in federally funded projects, are here the responsibility of the county assistance office.

Enrollees without high school diplomas receive remedial education or high school equivalency training according to their level of academic achievement. Where possible, work training sites operating educational components under the federally funded projects were encouraged to place Commonwealth career enrollees in these existing classes. The enrollees were counseled to take the appropriate civil service examination as soon as their work training status indicated a realistic chance for passing. Regular civil service or non-civil service employment could take place at any time during the course of the project, depending upon job readiness and available openings.

A tally dated June 30, 1969, indicated that 113 enrollees had received jobs, 55 of whom had been hired by the work site in civil service or non-civil service positions and 48 of whom had been hired by outside sources.

Over all, 3300 persons, mainly from public assistance cases, have been developing vocational skills through these three training programs that should ultimately lead to full-time productive jobs. Each of these work training programs represents the commitment of the Department of Public Welfare to help the disadvantaged citizen develop his inherent abilities and gain dignity and independence in his community.

In 1968 the Health Department introduced a program much smaller in scope yet utilizing the same state work-program trainee title. The purpose was to provide employment for disadvantaged persons and to alleviate the present shortage of skilled labor. Again there were no prerequisites of education, training, or previous job experience. Through extensive community efforts, applicants were hired from interviews only and given provisional appointments; basic literacy training assisted them in passing the civil service entrance examination. In addition to work experience, skills training was offered through an agreement with the Opportunities Industrialization Center whose cooperation demonstrated strong community support for this project. The coordination center for the program was the Division of Personnel, Recruitment Section, Equal Opportunities Unit. Payroll for trainees was requested under the wages of the Personnel Division budget and therefore did not require the freezing of any positions. Ten state work trainees were hired initially in June 1968, and 11 clerical trainees in January of the following year. Despite the lack of funds for program operations, difficulties in passing the civil service examination, and the occasional lack of available entry-level positions for qualified trainees, seven of the program participants had been awarded regular civil service status as of May 1969.

In all these training efforts, one of the biggest obstacles to regular civil service appointment for the enrollees has been qualifying on the required examination for entry-level positions. To eliminate this difficulty, the Department of Public Welfare has opened negotiations with the state Civil Service Commission to establish certification for trainees based on satisfactory completion of the training program or alternate means of assessing ability and skills.

While suggestions for facilitating trainee certification are still in the proposal stage, there have been peripheral benefits for the disadvantaged which can be directly attributed to the operation of these training programs. Application forms, for instance, have been streamlined and simplified. The most important change has concerned the reporting of civil or criminal offenses. In the revised application, a prospective candidate must report only convictions of a criminal nature. Such offenses will no longer mean automatic disqualification, but will be considered on an individual basis. Not only has this helped to screen in many disadvantaged applicants, but it has also reaffirmed the constitutional rights of applicants in general.

All enrollee classes, as of August 1, 1969, were converted from hourly to salary payroll classifications. While seemingly a minor event, this administrative change has eliminated the difficulties of overdue pay checks. At the same time, the state raised the salary for Neighborhood Youth Corps trainee and Commonwealth career enrollees to the level of $1.60, on a par with the salary scale for New Careerists. This additional cash burden was absorbed by state finances to strengthen the continuity of the program and indicated the state's commitment to these training efforts. The mere presence of the training program has had a positive impact on awareness of personnel in institutions, departments, and agencies throughout the state, with regard to the need and desire to employ the disadvantaged. Its essential contribution has been as an intake system for the disadvantaged. Leading the transition upward and revamping the system in general then becomes the collateral responsibility of the Department of Personnel, the Civil Service Commission, and every agency operating within the civil service system of Pennsylvania.

INTERNAL CATALYSTS...

Perhaps the most publicized of all new projects to aid the disadvantaged has been the Affirmative Action Program initiated in October 1968, within the Departments of Health and Public Welfare. Its purpose has been to recruit actively, hire, and promote minority group persons for these agencies. The program has operated as an extremely effective quality control for equal employment opportunity, since it requires a justification of each personnel action which does not result in the hiring or promoting of a disadvantaged person. A chronological history of the program's development reveals a series of negotiations with community groups to resolve the critical question of reverse discrimination. Despite these early difficulties, however, the program finally received the endorsement and support of the American Civil Liberties Union, the Council of Churches of Greater Harrisburg, the American Public Health Association, Inc., and the Catholic Interracial Council.

The program itself was an outgrowth of the Governor's special message on urban crisis and the directive in the Governor's Code of Fair Practice that called for all state agencies to institute affirmative action programs. The procedure itself involves a written record of the action taken to fill each vacant position in the department; a written explanation of why an economically or socially disadvantaged person was not selected to fill the vacancy; documentation of the specific action taken to recruit an economically or socially disadvantaged person for the vacancy; and a review of proposed personnel action to fill the vacancy by the department's compliance officer. It applies to filling all vacancies regardless of the type of personnel action involved: appointment, promotion, demotion, or transfer. It covers both civil service and non-civil service positions as well as provisional and temporary appointments. The program, however, does not in any way affect the application of the state civil service rules or the rules of the personnel administration since all action taken under the program must be within the existing regulations governing personnel activities. To insure that personnel actions are processed without delay or hardship to an employee, the program compliance certificate must be received by the Division of Personnel at least five days before the effective date of that action. Over a six-month period, approximately 1843 applications were processed through the compliance officer and the Department of Public Welfare with only 121 returned or disapproved for further questioning. The program has been a reminder to employers of their social responsibilities and commitments in the Governor's public employment program.

CONCLUSION...

Despite these initial successes, much remains to be done to carry out the comprehensive action program called for by the Governor. Only recently a task force of the Civil Service Commission and the Office of Administration was formed to study possible changes in state civil service law and rules to permit a more flexible approach to the hiring and career development of disadvantaged employees. New methods and approaches in testing of disadvantaged persons are now being developed, and proposals for legislative changes will be prepared for consideration in 1970. These additions, plus greater coordination and dialogue among participating departments, give every indication of future success for the program. What has spelled success in Pennsylvania in part has been the involvement and commitment of cabinet-level officials and high ranking administrators such as personnel directors and division heads from key agencies in state government. In part it has been the confidence and dedication of line personnel who have carried out the policies on a day-to-day basis, and in part it has been the implementation of the employment programs which has solved the real manpower needs of the state government as well as the employment needs of the disadvantaged.

NEW RESOURCE IN LOS ANGELES COUNTY: THE INDIGENOUS NONPROFESSIONAL

For Los Angeles County, the New Careers Program has meant the discovery of a new and vitally important manpower resource, the indigenous nonprofessional. All too often, human-service agencies and institutions have lacked an understanding of their clients' motives, fears and aspirations. By virtue of his own background of poverty, his residence in the target area and his minority-group status, the indigenous nonprofessional can be the key to unlocking the communications barrier between the service agencies and their client population. The Los Angeles experience demonstrates that using such persons not only relieves critical professional manpower shortages, provides a more rational use of existing staff and opens new employment opportunities for the poor, but at the same time revitalizes and greatly improves delivery of services to the community.

ORIGINS OF NEW CAREERS PROGRAM...

In Los Angeles, as in most other jurisdictions throughout the country, there has been an increasing demand for additional and improved services to meet growing problems of poverty and unemployment. With the impoverished areas of Watts and East Los Angeles within its borders, the county has given highest priority to resolving these problems. A dual solution was proposed: to create employment opportunities for the disadvantaged and to use the resulting employment as a means through which the poor might contribute their knowledge and skills to improving conditions within their own communities.

On September 20, 1966, the Civil Service Commission approved the Community Worker Job Training Program. The program was designed to train disadvantaged persons as community workers with the knowledge, skills and attitudes necessary to help provide services to impoverished areas of the County. The trainee position would also prepare them for promotion to the position of community service aide, a permanent civil service class within the Department of Community Services. About a year later, the County Board of Supervisors approved participation in the federal New Careers Program.

The project opened training opportunities to 270 disadvantaged community residents for professional careers in nine city departments which provide human services. Its objective was to identify the tasks not requiring college education which are performed by social caseworkers, probation officers, public health nurses, and other professionals within the human-service agencies. These duties, combined with other assignments designed to use advantageously the knowledge and skills of the indigenous nonprofessional, would form the entry-level positions and career ladders for disadvantaged persons within these agencies. Initially, the title of community worker became the general entry-level classification for New Careerists in the Department of Community Services as well as the other participating agencies: Human Relations Commission, Health Department, Department of Hospitals, Mental Health, Department of Personnel, Probation Department, Department of Public Social Services, Senior Citizens and the Sheriff's Department.

In committing itself to the development of New Careers programs, the County of Los Angeles lent support to the concept that the nonprofessional trainee can: (1) increase manpower resources in an understaffed field; (2) improve communications between the human-service departments and their client groups; (3) provide a different type of service for the client than the professional can provide; (4) serve as a resource for understanding needs of the poverty community, with the aim of improving services; (5) free professionals to specialize in the work for which they were educated and trained; and (6) find for himself the self-respect and security of a permanent, meaningful job - thus helping himself while helping others.

The project's impact on agencies within the county was strengthened by placing responsibility for coordination of this and other federally funded manpower programs within a newly-created Manpower Division of the Department of Personnel. As the coordinating point for the New Careers Program, the Manpower Division maintained liaison with the poverty program in the community, arranged necessary supportive services and educational programs through local school systems and, within the county government, provided over-all program direction and technical assistance to the staff of participating departments. The division was composed of a small and dedicated staff of personnel analysts who worked in conjunction with the participating departments to develop a well-organized and thorough program of training and evaluating to implement the project's objectives. On April 28, 1968, the Department of Personnel received the approval of the Civil Service Commission to extend the training plan on a county-wide basis, to include those departments now participating and all other departments providing human services which might subsequently wish to participate.

DEVELOPING A NEW CAREERS MODEL...

Recruitment for the New Careers Program is the responsibility of the Concentrated Employment Program in Los Angeles County, which serves both poverty areas of East Los Angeles and Watts. Prospective enrollees referred from the intake centers of the CEP are interviewed by personnel analysts of the Manpower Division staff, who exclude only those who exhibit severe problems in interpersonal relationships. Candidates are then rated on education, work experience, community experience, verbal skills, alertness, comprehension, and the ability to deal with people. In addition, they are given a rating based on their over-all fitness to succeed in the program. On the basis of this information, the staff attempts to place the individual in the most appropriate job opening.

The training which follows includes basic and college education as well as in-service, on-the-job training, all of which are designed to acquaint the enrollee with the objectives of the agency and to provide him with the specific skills and knowledge to perform his assigned duties. In order to remove any social or psychological obstacles which might interfere with his job performance and adjustment, such as erratic work records, extensive and often serious arrest records, feeling of fatalism or a negative self-image, the program also provides for counseling by the first-line supervisor and a periodic evaluation and assessment of work performance. In conjunction with the counseling, the program provides enrollees with all the necessary supportive services to make them employable, i.e., medical, psychological, financial, legal and logistical.

Projected goal for the enrollee is graduation, after a one-year training period, into a permanent pre-professional civil service job on the staff of the agency in which he trained. During the first year of program operation, approximately 150 of the 180 enrollees were hired in permanent civil service positions. The transition from enrollee to permanent career status is based on a promotional examination. Currently, this examination consists of evaluation of a trainee's performance by the program coordinator in the department.

Once in the system, the nonprofessional may advance through career ladders provided for upward and lateral mobility through the New Careers Program. He may now also qualify for transfer to other positions within county service which are not related to the New Careers Program. In this way, the program has opened the doors to public employment for the disadvantaged and, more importantly, has had a pronounced effect upon the organizational structure and functioning of participating departments.

ORGANIZING THE NEW CAREERS PROGRAM...

The nine participating agencies in the New Careers Program of Los Angeles County use basically three subprofessional career ladders: social service aides I and II; community workers, I, II and III; and homemakers series, which is unique to the Department of Public and Social Services. Opportunities for upward and lateral mobility among these subprofessional career ladders are now available in the various departments.

Qualifications of training and experience at the I level for the community worker and the social service aide are identical and require one year in a recognized county training program in community, health or social services. Progression to the second rung on this subprofessional career ladder requires one year's experience at the level of community worker I or social service aide I, respectively. Similarly, advancement to the position of community worker III requires one year of experience at the II level. Specifications for the class of social service aide III, still in the proposal stage, would seem to follow suit logically.

In the Department of Community Services, the career ladder allows progression from a subprofessional position to permanent professional through substitution of experience and training for the standard B.A. degree. This equivalency standard is the project's goal for each of the other participating agencies.

In certain cases, the newly-formed career ladders were connected to existing dead-end jobs to provide mobility for individuals in these positions. The position of home health aide in the Health Department, for example, was a subprofessional position created in April 1967. It required completion of a prescribed course for home health aides or satisfactory completion of an examination given by the State Department of Public Health. There was little opportunity for progression from this entry-level position to a higher subprofessional or professional job. With the new careers ladder in the Health Department, however, individuals in the home health aide class now have the opportunity to advance within their own department or transfer to a variety of other occupations in the human-service areas.

Los Angeles County uses general job titles for its subprofessional career ladders to facilitate development of positions and to make it easier for employees to transfer from one ladder to another in the beginning stages of their careers. With the training and experience gained in the New Careers project, enrollees may now qualify for a variety of county jobs outside the human-service field. Prior to this, the disadvantaged had little or no opportunity to attain these positions despite the flexible requirements of the classes.

PROJECT ACTIVITIES IN COUNTY AGENCIES...

In the process of creating new job opportunities for the disadvantaged, the program has had a considerable influence on the improved organization and functioning of participating agencies. A glance at the activities of the New Careers project in Los Angeles County agencies provides evidence of the success of this approach.

The Department of Probation has made outstanding progress in hiring New Careerists and demonstrating the effectiveness of the New Careers model. In the spring of 1969, the department allocated 108 positions for community workers, with 31 already filled, and another 61 reserved for enrollees completing training.

Its most successful use of New Careerists is in the famous Rodeo Project (Reduction of Delinquency through Expansion of Opportunity). The Rodeo Project was developed by the Probation Department in 1967 with a grant from the Office of Economic Opportunity as a "program of intensive in-community supervision" for male wards of Los Angeles County's Juvenile Courts. This supervision was in lieu of placement in probation camps or commitment to the California Youth Authority.

The major objective of the Rodeo Project is to show that under certain conditions, young offenders can be rehabilitated in their home communities at considerably lower cost than incarceration. To accomplish this goal, the department reduced the case load of each deputy probation officer and introduced the innovative feature of indigenous aides as part of a "supervision team." Using this team approach, one deputy parole officer and two indigenous aides together supervise 30 juveniles, replacing a normal case load of 75 per officer.

In its three years of operation, the program has shown a noticeable reduction in the recidivism rate. Since other research projects have shown no appreciable change in recidivism through reduction in case load alone, it would appear that the key variable in the project's success has been the use of the team approach with the indigenous nonprofessional.

Under the guidance of the deputy parole officer, the aides have not only helped to meet the personal needs of clients in their rehabilitation, but also to mobilize community support and assistance for them and provide individual and group counseling to them and their families. Thus, the program has been able to involve the youth's total environment in his treatment process.

The aides already have demonstrated their value as part of the rehabilitation team. According to one preliminary evaluation, they bring to the team the indispensable quality of caring for the minor as a unique human being. This caring factor, combined with ingenuity and a direct, common-sense approach to problem-solving, sustains the belief that more aides should be added to the probation staff as rapidly as possible.

From the outset, there has existed a mutual respect between the officers and aides in the Probation Department, together with a common concern for the client and a devotion to the task of rehabilitation. These factors have created an atmosphere for success. Combining the trained professional with the indigenous worker has brought probation closer to the client and has fostered a greater understanding and appreciation on the part of community workers and officers for the department's goals and the needs of the community it serves.

The project has also given impetus to development of criteria, job standards, training and upgrading programs, to make the aide position a permanent classification within the department. Through the 1965 State Aid for Probation Service Program, the department has received state subsidies to support the project and increase the number of aide positions in the program. The intent of this legislation is to reduce the need for commitment to costly state institutions by strengthening local probation services. The amount of funds received is based on the county's demonstrated ability to reduce commitment rates during the previous year. To its credit, the Probation Department has received increasingly larger subsidies, while the state has been able to reduce its outlay for Probation Department clients by about 50%. This demonstrates the mutually beneficial relationships which may be established between state and local governments providing similar services to the community.

The Probation Department program has resulted in a reduced recidivism rate among clients, a reduction in cost to the state, the development of New Careers for disadvantaged persons, and the demonstrated effectiveness of a new approach to the rehabilitation of youth offenders.

Community Services: Although relatively small in size, the Department of Community Services has shown creativeness in its use of New Careerists. This agency was the first to use the class of community worker and to accept a substitution for the Bachelor's Degree as a requirement for the professional level position of community service counselor. Since the addition of New Careerists, the department size has increased approximately 50% adding new vitality to the staff and extending services to its clients.

With this additional staff, the department established a Narcotics Information Center in South Central Los Angeles, staffed with ex-addicts who provide information most effectively on the hazards of drug usage. This project, working in conjunction with local schools, law enforcement and probation personnel currently is being expanded. Another project being developed under the leadership of a New Careerist will use high school drop-outs and young adult ex-narcotic users in an information program aimed at reducing drug traffic and use among high school students in the area.

Health Department: A Task Analysis Project, conducted by the Health Department and the Manpower Division, is identifying a variety of levels at which New Careerists can work in public health nursing, health education, and other medical work. For example, one hard-to-fill position has been that of health educator which requires a Master's Degree. The department created a class of assistant health educator, which was virtually a dead-end position requiring a Bachelor's Degree and promotionally a Master's Degree.

The department's experience with New Careerists has shown that these trainees are more effective in communicating health information in the ghetto areas. Such a discovery raises a significant point about using New Careerists to staff operations in these areas. Department project administrators feel that New Careerists can provide a major solution to the communication barrier which exists between the department and its client population.

Department of Hospitals: Using only internal funds, the Department of Hospitals has developed a New Careers Program of tremendous potential in its East Los Angeles Child and Youth Clinic. Following the successful use of eight New Careerists in this clinic, the department made commitment for 135 permanent jobs for New Careerists in Fiscal 1970.

The Child and Youth Clinic, operating on a grant from the U.S. Department of Health, Education, and Welfare, provides comprehensive health care to children of low-income families in the community. Its program is aimed at improving the quality of health care by increasing the quantity and availability of services, reducing preventable illness and guiding families to community resources which meet the needs of their children. In addition, the program is intended to develop, test, and apply new methods of providing care to children.

The clinic administrator has used the New Careers program to improve services to the community and to make most effective use of the professional staff, especially where they are in short supply such as pediatricians. The clinic has designed a model using professional staff as consultants to the New Careerists who carry a client case load. Consulting teams consist of a physician, public health nurse, social worker and nutritionist. Four to eight New Careerist aides are attached to each team and trained to perform health services in the home. This plan is expected to reduce or eliminate institutionalizing many of the patients.

Meeting periodically with his consulting team, the New Careerist discuss individual cases, and the consulting professionals prescribe follow-up or, if necessary, appointments with professional staff. After additional training and experience, the New Careerist will be able to provide many of the necessary services himself or steer the client directly to the community which supplements clinic services. The program provides ample opportunity for expanding job functions for the New Careerists and for developing training programs leading eventually to professional status in one of the disciplines involved.

FUTURE PROSPECTS...

The New Careers Program has had a significant effect on county personnel management. It has alleviated manpower shortages, improved use of available manpower, increased the departments' abilities to deliver services, and lowered the cost per unit of service provided by using subprofessionals rather than professionals to perform nonskilled or semi-skilled tasks.

One of the most venturesome tasks on the horizon is a study within the Probation Department. In coordinating the activities of the Personnel Department with respect to the New Careers Program, the Manpower Division has studied each department to identify its objectives and goals as well as its idealized functions and activities and to compare these with the goals and functions as they now exist.

In its study of a probation camp with the Department of Probation, the Manpower Division will follow this pattern. Specifically, its goals are to develop an idealized staffing pattern for a probation camp using a New Careers model, prepare a program of orientation and training for camp staff, and develop an evaluation plan to assess the camp's effectiveness in terms of job performance, cost and comparison with the traditional staffing plan. Briefly, its plan of action will be to:

- identify camp functions, objectives and activities;
- perform a task analysis including an outline of tasks and job descriptions;
- design a training program with objectives for each class;
- develop an evaluation plan with specified criteria for measuring results.

The projects generated by Los Angeles County's New Careers Program have clearly gone far beyond a mere employment project for the disadvantaged. While it has accomplished this objective successfully, it has also proven the significance of the New Careers approach in bringing about needed institutional changes and developing sound management techniques for the future development of personnel and staffing patterns within the county government.

CITY OF LOS ANGELES – UTILIZING FEDERAL MANPOWER TRAINING PROGRAMS AS AN ENTRÉ

Since the passage of the Economic Opportunity Act in 1964, the federal government has each year set aside several million dollars of its anti-poverty funds to provide work experience and training programs for disadvantaged persons.

In general, the intent of these manpower projects, which included the Neighborhood Youth Corps (NYC), Nelson Amendment and Kennedy-Javits Special Impact programs, has been to increase the employability of the participants with basic education, supportive services and supervised work experience and training related to the vacancies in the labor market. By legislative intent, most of the job sites have been developed in public service agencies to help meet expanding community needs and consequent manpower shortages in social-service areas. Several state and local jurisdictions have therefore been involved either as program administrators or trainers of enrollees.

These training programs would seem to provide an excellent preparation and entré into civil service employment for the disadvantaged. Unfortunately, this has frequently not been the case. Even where the participant acquired the skills to fill entry-level positions, he was often disqualified by standard educational and experience prerequisites, a criminal record or inappropriate testing procedures. Most of these screening processes have been inadequate to measure the talents and abilities of the disadvantaged person. Further rejection of the enrollee and a loss of valuable manpower resource and training investment for the agency have resulted.

How can we avoid this waste of human talent at a time when governments need people?

Some jurisdictions may need to change their practices so they can more efficiently route program graduates to jobs. Success in such programming certainly depends on such factors as the project staff planning early, and "thinking through." Equally important is the cooperation between civil service personnel and operating agencies who jointly prepare a training program and insure suitable selection procedures. Thus, eventual employment in civil service would become a realistic goal for the qualified graduate.

The City of Los Angeles has, in the last year, used just such coordinated approach to more successfully integrate its Neighborhood Youth Corps and Kennedy-Javits trainees into permanent civil service positions. The process did involve considerable support from the Mayor's Office, the operating departments and the additional technical expertise and cooperation from civil service personnel. In many ways, establishing these working relationships was as significant an achievement as the resulting changes. For together, they provide the vehicle to create employment opportunities for all disadvantaged persons in the community.

BACKGROUND...

The City of Los Angeles has within its borders some of the most poverty-striken areas in the nation: Watts in the south central district, largely Negro in population, and East Los Angeles which is primarily Mexican-American, with unemployment rates of about 13% and 4.5% respectively.* Both areas receive anti-poverty aid through one of the nation's largest private non-profit community action programs, operated by the Economic Youth Opportunity Agency. The city associated itself with manpower programs for its disadvantaged as early as 1965, when it first received its Neighborhood Youth Corps contract through EYOA. The project was to provide useful work experience for high school dropouts, age 16 through 21, from low income families; to provide basic education to aid these youth toward the completion of high school; and to provide a supportive work environment, including counseling services. Wherever possible, and when beneficial to the youth's career development, the project staff tried to place him in a permanent city civil service position. However, officials chose not to pressure city agencies to employ these candidates. This was for two very important reasons:

1. a major purpose of the program was to encourage return to school and completion of education;
2. there were only a limited number of city position which could accommodate a large male enrollment between the ages of 16 and 21.

Nevertheless, officials started early selling the concept that a six-month training course could substitute for the normal prerequisites of education and experience. Thus, the project staff overcame a major impediment to hiring the disadvantaged. At the same time, they set an important precedent. The announcement bulletins for messenger-clerk issued June 23, 1967, read as follows:

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*(1969 figures.)

> REQUIREMENTS: Successful completion of six months of office clerical experience as a Neighborhood Youth Corps Enrollee as shown by statement from the applicant's employer on a form furnished by the Personnel Department.
>
> THE EXAMINATION: Candidates may be examined for some knowledge of office procedures and practices; some knowledge of correct spelling and proper grammatical usage; the ability to make simple arithmetical calculations; the ability to understand and follow written and oral instructions; and other knowledges, skills, personality traits, and abilities necessary for the class.

The turning point, however, came with the city's involvement in two manpower programs, specifically for disadvantaged adults. In February 1968, again through contractual agreement with EYOA under its Concentrated Employment Program, the City of Los Angeles was awarded a Kennedy-Javits contract to train 50 disadvantaged adults, 18 years or above, in a work experience program to increase their work skills and education. Since one of the criteria for selection of sponsors was the employer's ability to place unemployed and under-employed persons in permanent or career development jobs, it was incumbent on the city itself to re-examine its own requirements for entry-level positions. In the spring of that same year, the city received a third manpower contract to develop a New Careers Program for community relations aides in the Los Angeles Police Department. Since this project stipulated that the city hire its qualified trainees in civil service positions with career opportunities, it increased the impetus toward employment of the disadvantaged within the civil service system itself.

For maximum coordination of all three manpower programs, the Mayor created a Division for Manpower Programs within his Office of Community Development. He named the Neighborhood Youth Corps director as senior project coordinator. Although the division's overall objective was to raise the level of employability for enrollees, it began to place greater emphasis on the city's role and responsibility as employer of its qualified program graduates. There was increased concern for relating training programs directly to job vacancies with career potential within city agencies. Officials intensified efforts to resolve conflicts which thwarted the hiring of these qualified--though disadvantaged--individuals.

As indicated earlier, the New Careers Program, through contractual agreement, insured civil service employment with upward mobility to successful trainees. There were no similar guarantees for the work experience projects. In these cases, entry into civil service employment was largely a ground-breaking effort demanding a separate strategy and plan of action.

THE STRATEGY...

For the city to increase its employment rate for these trainees, the project coordinator and his staff first had to convince city agencies that the hard-core could be trained, within a limited amount of time, to assume certain entry-level positions. This demanded the development of adequate training programs which the project staff and the operating departments designed and carried out together. More long range, yet equally crucial, was the need to generate procedural and even institutional changes to create a more responsive and responsible civil service system, not only for the enrollees of these manpower programs but also for those other qualified job seekers within the disadvantaged community.

Accomplishing these mammoth tasks required at the very least an administrative environment which would offer maximum cooperation and minimum resistance. For this purpose, the location of the Division for Manpower Programs within the office of the mayor proved invaluable. The Mayor's political strength exerted in support of program objectives, and the resulting support and technical assistance from the Civil Service Commission and its personnel department, provided the project coordinator with the needed leverage.

In November 1968, the Mayor sent a memo to all city department heads on the city's new posture on manpower training programs. After describing briefly past efforts to raise the employability of these disadvantaged citizens, the memo called for greater involvement for the city and each participating agency:

> We have now reached a point where the City must take one more step to complete the transition from an unemployed tax-using citizen to an employed tax-paying participant in our society.
>
> I request that all City Departments initiate the following procedures to facilitate the employment of the graduates of our Manpower Programs into the entry-level Civil Service positions for which they have received training, or in positions where they would perform the necessary duties in a satisfactory manner.

The Mayor asked each department to survey job classifications where graduates of manpower programs could be employed. At the same time, the departments were to reevaluate the entry-level requirements to insure their relevancy to the position. Survey results and the department's plans to reach its goals in this area were to be compiled in a detailed report. Concluding, the Mayor recommended that--where feasible--agencies accept successful completion of a six-month training program as the entry requirement. This certification of training should be accompanied by a written recommendation from the city's manpower staff and evaluations from: the training supervisor, educational consultant and counselor. For the first time, on such a broad scale, a substitute for education and experience was officially proposed as an alternative employment route for disadvantaged persons. Having enlisted the support of his operating departments, the Mayor then issued a supporting letter to his Civil Service Commission urging revisions in hiring policies which were obvious impediments to city employment of the disadvantaged. Addressing the issue of current arrest policies which would disqualify a large percentage of trainees, the Mayor stated:

> It is my desire for the City to give these individuals the chance to prove themselves and thus gain the self respect and dignity that is needed to break out the cycle of poverty. We must not continually punish those who have under our system of justice already paid their debt to society by excluding them from meaningful employment.

About enrollee educational deficiencies, he continued:

> I am also advised that many of our 'Hard Core' trainees find themselves in that condition, not because of a lack of work skills, but because of their inability due to language problems, to understand and successfully pass Civil Service examinations.
>
> We must not, even inadvertently, penalize those citizens who have mixed cultural heritage.
>
> It seems to me incongruous for the City to participate successfully in programs designed to deal with the problems of the 'Hard Core' unemployed and yet be one of those that keep the door closed to those that have graduated from our training program and have shown by hard work their dedication and desire to become active citizens of our City.

To facilitate the hiring of trainees in these programs, the Mayor requested Civil Service Commission endorsement of the program. Further, he asked for a review and modification as necessary for the city's arrest policy, examination rules and procedures and prohibition against those on parole and probation.

This backing and the facts gathered in the departmental surveys enabled the project staff to move quickly in developing a wide range of training positions related to job vacancies, and to negotiate adoption of proposed hiring requirements.

Yet, despite this substantial progress, there were still a myriad of technical difficulties--generally unforeseen--encountered in actual placement of a trainee in a permanent civil service position. The involvement of the personnel department was on an ad hoc or crisis basis. Therefore it was often too late. What was needed was a more formal linkage which would insure the day-to-day coordination. By February 1969 a senior personnel analyst from the Department of Personnel was assigned as liaison with the city's manpower project. His job was to provide the technical expertise to the project staff and operating department which would facilitate the hiring of program participants for permanent civil service jobs. From his vantage point he was obviously better prepared to foresee difficulties which might arise in testing or selection procedures in time to propose a remedy. He, as well as the project staff, would watch the candidate's progress in the permanent job, to insure his success. Besides playing this technical role outside his department, the liaison officer could interpret the program needs and directions within his department.

These events have provided an environment in which it has been possible to mount viable work-training programs within city agencies.

Not only has training prepared disadvantaged persons for jobs in the open labor market, but it has--in conjunction with procedural changes--created an avenue by which the disadvantaged could qualify for previously unattainable civil service positions. Therefore, while significant in themselves, the revisions in hiring standards should be also discussed in the context of the training programs for which they were developed.

PROGRAM ACHIEVEMENTS...

The use of more flexible hiring requirements for disadvantaged persons currently applies only to program enrollees and specifically to those entry-level positions and job categories for which Neighborhood Youth Corp and Kennedy-Javits training have been developed. In certain cases both programs train for similar positions. In other cases, training will differ. Nevertheless job specifications and announcement bulletins for the designated entry-level positions contain this same clause under Requirements.

> Six months of successful participation in the City of Los Angeles Special Impact or Neighborhood Youth Corps programs may be substituted for requirements lacking. (Prior to final acceptance of an application, a letter of favorable recommendation must be submitted to the Personnel Department from the Office of Community Development and from the supervisor who trained the enrollee, including a statement from the City department in which the enrollee has been trained, indicating a willingness to continue his employment on a permanent basis. The enrollee's record will be reviewed and must be approved by the personnel department prior to certification.)

There have been additional policy changes relaxing requirements in the area of arrest records and inconsistent work history. The rationale is simply that successful performance in a specially built and supervised training program may indicate stability and skill as accurately as formal education and good work experience. The close cooperation among the project staff, the operating departments and the personnel department for all trainees has, of course, been vital to the success of this decision-making process. Currently, these flexible requirements apply to the following entry-level positions:

Messenger Clerk
Orderly
Warehouseman
Clerk
Gardener/Caretaker
Auto Messenger Clerk
Custodian
Garage Attendent
Tool Room Keeper
Traffic Checker
Clerk, Male
Maintenance and Construction Helper

These positions were chosen for a variety of reasons: the opportunity for employment and the feasibility of developing an adequate training program, for example. As stated earlier, the federal government required assurance that training would lead to career positions. Therefore, when developing trainee positions, the project coordinator chose areas where the enrollee would have responsibility for actual performance, and know early success. Presently, there are ten such training positions which prepare enrollees for entry-level positions.

In addition to upgrading the enrollee's job skills, the program also offers a full range of supportive services to help with personal difficulties which might prevent him from performing effectively on the job. For example, the program helps with transportation funds, medical and dental care, adequate food supplies, traffic warrants, and notification of parole or probation officers. Each participant must have eight weeks' basic education which is tailored to his needs. By coordinating this course with the city's adult education program, it is possible for the trainee, if he wishes, to accumulate sufficient credits to acquire a high school diploma. The program participants receive counseling service both in individual and group settings. These sessions review adjustment to the work situation and explore with the enrollee his future vocational objective.

When the trainee is "job ready," the project staff help by contacting prospective employers, arranging interviews, assisting in the completion of job applications and providing transportation for interviews where necessary.

There is a continual process of job development for prospective program graduates both within city agencies and private industry. Procedural changes in civil service hiring requirements for work experience candidates have naturally facilitated the city's hiring of the disadvantaged. There is every reason to believe that with an appropriate funding base, special impact programs could be further integrated into the normal operational structure of the city's agencies and provide a continuing source of trained manpower from the city's disadvantaged residents.

The city's NYC program differs basically in the age of its participants. They are youths from the ages of 16 to 21. They are school dropouts. Neighborhood Youth Corp's design and objectives, however, are very similar to those of the Kennedy-Javits Special Impact Project. Essentially, it provides useful work experience to better its enrollees' employability.

It offers them the same supportive services of counseling and basic education. Perhaps the only difference is the emphasis on completion of schooling for the youth. There have been five major training agencies for NYC enrollees - the Public Works Department, the Housing Authority, the Department of Water and Power, the Mayor's Office and the Library Department. At least nine other city agencies have participated, but less extensively. A glance at some of the trainee classifications will indicate the similarity with those developed for the Kennedy-Javits program.

Assistant Office Worker Aide
Auto Serviceman Aide/Garage Attendant
Gardener Aide
Library Aide
Maintenance Aide/Building
Messenger/Mail Aide
Store Helper Aide
Trades Worker Aide
Warehouse Aide

Again, these job classifications at the trainee level relate directly to entry-level positions which the operating department, the project staff and in some cases the Department of Personnel have singled out as offering available openings and career potential. As in the Kennedy-Javits program, job development within city agencies offering reasonable expectation of employment received a considerable boost as a result of the relaxed selection procedures of enrollees.

As of June 1969, former NYC participants were occupying permanent full time positions in the Library Department, the City Housing Authority, the Police Department and the Department of Water and Power. To verify the on-the-job performance of these former trainees, the personnel department conducted a follow-up study involving those NYC trainees who had been placed in messenger-clerk positions more than a year ago. All of the 29 NYC trainees had received supervisory ratings of at least average or better. Not only does this report attest to the adequacy of the training program, but it supports the concept of greater flexibility in selection procedures in order to screen in qualified but disadvantaged candidates.

The Division for Manpower Programs in cooperation with the liaison works continuously to adjust the requirements for several other entry-level positions. Where it appears that adequate trainee positions could be developed for projected job vacancies and where, again, there is proof of opportunity for advancement, the waiver or substitution clause is added to the regular job announcement.

RECENT INNOVATIONS...

Despite the substantial revisions in educational and experimental requirements for eligibility, many qualified trainees have been lost in the interim between completion of training and the availability of job openings. Moreover, the training experience has not always been sufficient to overcome the nemesis of written exams, given for most city entry-level positions, For a limited period of time, the project staff had solved both problems by hiring qualified program graduates on an emergency basis in the class of shop and craft trainee. While granting its permission, the Civil Service Commission severely restricted this use of the title in order to retain the class purpose which was to recruit and employ top high school students for apprenticeship programs.

Yet the mechanism of the trainee class offered several advantages. Not only did it allow the qualified trainee to continue his work on a salaried basis pending examination and appointment to a specific job, but also permitted him to take a promotional rather than an entrance-level examination for this position. Given the small number of applicants in this category, it would be feasible to offer an oral or performance test or evaluation of trainee record, if appropriate, as an examination procedure.

The logical step was the creation of a similar class of manpower trainee for enrollees of the Work Experience and Training Programs. The Civil Service Commission adopted the position on June 27, 1969 and the City Council passed it in late September 1969. When finally ordinanced, it will allow departments to employ successful trainees in this class for a maximum of two years. During that time they will be expected to qualify for a regular civil service position. Hence the possibility of employment becomes even more of a reality.

CONCLUSION...

There have been other peripheral efforts related to employing the disadvantaged in Los Angeles civil service system, Yet none has generated such impact on the system as have the training programs just described. For Los Angeles and other jurisdictions, provision of adequate training even on a limited basis closes the employment gap for disadvantaged individuals. What is required is planning and coordination among the employing agencies, the hiring authorities and project staff in order to construct a program leading to clear job opportunities. Neither effective training nor procedural change alone can bring about the ultimate goal of civil service employment for the enrollee.

From the standpoint of pure budgetary considerations, the program has managed where others have failed to utilize effectively federal training funds for disadvantaged, as a means for dislodging a valuable manpower resource to meet the growing service needs of its community and the resulting labor shortages within its operating agencies. Hence the significance of the program's activities and those of the Division for Manpower programs within the Mayor's Office extend far beyond the other two projects described here. They in fact create new vistas for future manpower planning within Los Angeles and perhaps in other jurisdictions, as well.

NEW JERSEY'S CAREER DEVELOPMENT PROGRAM

The State of New Jersey introduced its Public Employment Career Development Program in July 1966, through a manpower demonstration project funded by the Office of Economic Opportunity. The purpose of the project was to work with the Department of Civil Service and all other agencies of state and local governments to develop realistic, effective programs which would meet both the personnel needs of these agencies and the training and employment needs of the disadvantaged who had been excluded from job and career opportunities in the civil service.

The Career Development Program was so successful that, when the OEO contract concluded in July 1968, it became a permanent unit in the Department of Civil Service. Today, results of its labors are continually evidenced in the improved recruitment/selection procedures and job restructuring and training programs which civil service has initiated to benefit the disadvantaged. Yet, its most significant achievement may well be the development of a viable strategy for accomplishing its objectives.

THE STRATEGY...

From the outset, the Career Development Program functioned as an integral part of the civil service system. In this way, it was able to gain the support of participating agencies, effect permanent changes in personnel procedures and offer the security of tenured civil service employment to program participants. Whenever possible, the disadvantaged have been brought into civil service through the open competitive system to "lock them in" legitimately to the mainstream of employment with the opportunity for promotion and career development. Creation and restructuring of jobs and career ladders has focused on areas of real manpower shortages in order to avoid the danger of dead-end, make-work positions. In addition to entry-level training programs developed for the disadvantaged, training opportunities are also available to present employees to help them advance, and to create more entry-level vacancies.

Key program personnel has been the team of career development specialists who were originally assigned to the personnel offices of various state agencies and to two local offices of the state civil service.

It was the responsibility of each specialist, reporting directly to the chief personnel officer, to identify existing personnel needs in that agency, and, wherever possible, devise programs and procedures that would allow the disadvantaged to fill vacancies for which they could not previously qualify. This assignment required a variety of tasks: analysis of entry level and promotional requirements of the various job classes, modification of existing job specifications and hiring and promotional procedures, creation of new job titles and entry-level positions which led to valid career ladders, and the development of training programs where they were deemed necessary. All proposed changes were submitted for approval, first to the agency and then to the Department of Civil Service.

In order to create a recruitment pool of the disadvantaged, the specialists called on public and private groups working with the poor to act as referral agents. Information on job vacancies, position requirements and application procedures was supplied these agencies.

In essence, the career development specialists served as the catalysts within the system, directing their energies to those areas of converging needs where they could simultaneously resolve the unemployment problems of the disadvantaged and alleviate the manpower shortages within state and local governments. Their success in these efforts was due, in part, to the support which the Examination and Classification Divisions of the Department of Civil Service provided.

To further facilitate communication and decision making, the department had also assigned a coordinator to work with the Career Development Staff from the initiation of the program. The official transfer of the Career Development Staff to the department in July 1968 has assured the continuation of this vitally important working relationship. Now, the program's chief reports directly to the Assistant Chief Examiner and Secretary in the department; his career development specialists operate as liaison between the civil service and state and local government agencies. They assist these agencies in implementing programs and procedures to employ the disadvantaged and independently review policy to propose changes. Overall, there are 256 counties, municipalities, and other local autonomous bodies which, with state government, have opted to come under the New Jersey civil service system. Together these include more than 130,000 employees. By virtue of its position within the Department of Civil Service, the Career Development Program has been able to effect positive and far-reaching changes throughout this vast network of jurisdictions.

HIGHLIGHTS OF PROGRAM ACCOMPLISHMENTS...

A. Recruitment and Testing: The Career Development Program has helped make major revisions in those recruitment and testing procedures which previously tended to exclude the disadvantaged from civil service employment. For instance, normal methods of recruitment have been supplemented through increased communication with the local Community Action groups, minority organizations and other related public and private non-profit agencies whose function it is to assist the disadvantaged. Test announcements and application forms now appear in 63 public buildings throughout the state, providing information on current job vacancies and examination dates. Job applications too have been streamlined and simplified. Wherever possible, testing sites have been located in areas more accessible to the poor and in an atmosphere less formidable than the standard examination centers.

After careful evaluation, the Examination Division has scaled down tests for trainee and apprentice positions to measure the client's aptitude rather than his learned skills. Recently, for the newly created position of clerical trainee, the Examination Division constructed a relatively "culture-fair" aptitude test with bias held to "a bare minimum." However, one of the division's most outstanding contributions to the Career Development Program, and the civil service process in general, has been its extensive work in the development of performance tests for specific skill jobs. In the last nine years, the division has constructed approximately 200 such examinations which it now offers in any foreign language upon request. These examinations, which in many cases have replaced written tests for the same positions, have been extremely effective in "screening in" individuals who possess the talents and skills necessary to perform the duties of the job. Because they provide a more accurate measurement of abilities in these occupational areas than the written tests, the performance tests have encouraged a greater number of applicants for job openings and have been particularly useful in the recruitment and selection of disadvantaged persons who, though qualified, had previously been thwarted by the written format. The familiar work setting of the examination center in itself has helped to put candidates at ease. Moreover, the examinations are purposefully offered in the evenings and Saturdays so that individuals presently employed might also have the opportunity to compete for available civil service positions.

B. Development of New and Revised Job Classifications: During the first two years of the program, the Career Development Staff, in cooperation with the Classification Division, reviewed more than 2000 job classifications for unrealistic requirements. One hundred eighty three new titles and specifications were developed, making available to the disadvantaged 4900 jobs from which they had previously been excluded because of over-stringent educational or experience prerequisites. Specifications for educational requirements of less than high school, for instance, were changed to read:

> Ability to read, write and understand directions sufficiently to perform the duties of the position.

Those jobs which required high school graduation have been surveyed individually for the possibility of substituting equivalent education and experience, i.e., maturity. Where the high school requirement was found to be unrealistic or unnecessary to the job, the requirements were changed to read as cited above. There is continual review of classification plans at state and local level. As another way to weed out unrealistic, irrelevant requirements, the state set up a review procedure: when agencies under state civil service request the posting of test announcements for vacant jobs, these job specifications go on the agenda of a monthly review meeting.

This administrative process has prevented the build-up of an unmanageable backlog for review, in addition to ensuring that existing and newly created classes accurately and fairly reflect the requirements of the job. Concurrent with the reclassification of existing jobs, the program staff worked with operating agencies and the Classification Division to develop a variety of new entry-level positions and sub-professional career ladders which would provide new employment opportunities to the disadvantaged, particularly in areas of manpower shortages. In all, ten new titles were created for use by state agencies, and 14 for local jurisdictions.

At the state level, the new positions range from clerical trainee, engineering aide trainee and human services aide, requiring no education or experience, to new sub-professional classes of accounting assistant, assistant field representative, rehabilitation aide, community employment service worker and employment counselor aide, which require the completion of two years of college. Each of these new classes of work has been developed below existing entry-level positions and provides a more accessible entry point for the disadvantaged who previously had neither the training nor the experience to qualify for existing entry-level positions. As of May 1969, 226 individuals had been hired for these positions, 136 of whom were currently in the class, and 54 of whom had been promoted to higher-level jobs. There has been an amazingly low termination rate of 13% among these employees with only 2%, or 4 individuals, having been removed from their jobs.

Similarly, classes of health aide trainee, health aide, sanitary inspector aide, etc. have been approved for local jurisdictions and provide lower entry-level positions and open new career opportunities for the disadvantaged. Significant progress has also been made at the local level to open civil service positions for apprenticeship training. Formerly, jurisdictions began hiring only at the journeyman level for carpenters, electricians, painters and plumbers, depending on the private sector to train apprentices. Now, however, civil service classifications have been developed which offer apprenticeship training in each of these occupational areas. After the normal three-year training period, incumbents will qualify for permanent positions at the journeyman level. There are no prerequisites of education or experience for the apprenticeships--only an age limit of 17 to 25 for applicants. Development of these apprenticeships in civil service represents a new and important source of skill training for many talented individuals in disadvantaged communities and provides the state with an additional source of trained manpower in areas with severe labor shortages.

C. Training Programs: As a result of the Career Development Program, the Department of Civil Service approved and legitimized "trainee" titles for nonprofessional entry-level positions. These trainee classes require no prerequisites of education or experience. Previously, options for trainee positions were available only for professional or skilled classes. Given this greater flexibility, the state has been able to develop a variety of training programs specifically for the benefit of the disadvantaged.

Utilizing the "umbrella" concept, officials have designed trainee titles which prepare the individual to move into a variety of jobs at the journeyman level and from there to advance upward along a validly constructed career ladder. Two state funded training programs, one developed for the clerical trainee and the other for the engineering aide trainee, have used this concept. No formal educational requirements are demanded for entrance into either program. A simplified written examination to measure aptitude has been specially created for each. The applicants who successfully pass the examination are certified and hired in the normal manner from civil service lists. In both cases, the salary is approximately 5% lower than the normal entry-level position in order to discourage those over qualified and less in need of employment opportunity. Trainee positions were created by participating agencies, reserving vacant budgeted positions at the journeyman level, so that the participant at the successful completion of his program is assured of a full-time permanent position in the department.

For the clerical trainee title--which can be used in agencies at the state, county and municipal levels--specialists developed a six-month program. This consists of a 26-week course of three days of on-the-job training and two days of classroom instruction per week. Classes are held in one of two MDTA funded clerical training centers located in Newark and Trenton. The course is designed to provide basic office skills and prepare individuals for promotion into one of a variety of entry-level clerical positions including: clerk, clerk-typist, clerk stenographer, clerk transcriber, vault clerk, stock clerk and mail clerk. Classroom instruction includes the operation of office machines such as typewriter, adding machine, calculator, transcriber and photocopier. In addition, trainees receive instruction in typing, stenography, general office procedures, filing, basic English and business mathematics.

As a trainee, the participant receives all the fringe benefits provided to other civil service employees after the normal probationary period of four months. Upon successful completion of the six-month training program, and with the recommendations of his supervisor and his instructor at the center, the trainee is promoted automatically to a journeyman-level position without further examination. He can then continue to advance and upgrade his skills through a series of refresher courses offered to permanent employees at the same training centers.

The engineering aide trainee position was developed specifically for use in the Department of Transportation. Again, a comprehensive six-month program combined on-the-job training and classroom instruction for participants. The position was designed to offer training in subprofessional engineering and allied fields to young men with limited education and employment experience, but with demonstrably high mathematics aptitude. In addition, the program was seen as a new source of recruitment for the hard-to-fill position of engineering aide II. Previous recruitment efforts for entry-level positions had been directed primarily toward male high school graduates with strong college preparatory background in algebra, geometry and trigonometry.

The first four weeks of the training program were devoted to counseling, orientation and formal classroom instruction to determine the participant's aptitudes and educational needs and to acquaint him with the fundamentals and basic skills involved in the subprofessional engineering and allied fields, i.e., surveying, drafting, materials inspection, and highway inspection and maintenance. After completing this training cycle, the participant was assigned to an operation team in one of these four areas of work, and at the same time began courses leading to a high school equivalency degree.

With the successful completion of this on-the-job phase of training, the trainee was eligible for promotion to one of four subprofessional position in the engineering career ladder, depending on his specific areas of training: engineering aide II, draftsman, engineering aide (materials), and assistant highway inspector. From this point on, he had the opportunity to participate in educational courses and additional in-service training provided through the department and directed toward employee advancement along a career ladder leading eventually to a professional engineering position.

If, during the six month training period, it is recognized that the applicant's talents do not match the job category for which he has been selected, officials try to transfer the trainee to a more appropriate program or job vacancy. As in the clerical trainee program, those not yet prepared to assume a journeyman-level position at the end of the six-month training may be re-cycled for further preparation. Since the engineering aide program still has some experimental aspects to it, the optimum on-the-job training period has not been firmly established. At present it may range from six months to one year, depending on the individual.

Both programs were developed in areas of critical manpower shortages. Until recently, the number of available trainee positions was dependent upon a voluntary commitment by operating agencies to reserve vacant entry-level positions. This method had permitted the recruitment of 50 clerical and 50 engineering aide trainees. However, in the 1969 fiscal year, the Governor for the first time placed permanent trainee positions in the budget, allocating the initial 15 positions to the clerical program. Moreover, he has specifically recommended to his department commissioners that they reserve 4% of their vacant clerical positions (approximately 110) for trainee titles. These actions on the part of the executive leadership should not only add impetus to current programs but should establish precedents for future efforts as well.

A somewhat different program for human-service aides was developed by the Department of Labor and Industry in conjunction with the local anti-poverty agency and the local community college. The objective of the program was to recruit and train disadvantaged persons for newly created subprofessional positions in the human-service areas. Federal New Careers funds, provided through the Community Action Agency, financed the trainees' tuition and salary on a sliding scale for the first year of the program, with the state department assuming the total cost during the second year.

There were no prerequisites of education or experience for the human-service trainee position, only the "ability to read and write English and understand directions sufficiently to perform the duties of the position." However, those individuals participating in this federally funded project must also meet the poverty criteria as stated in federal guidelines. To insure reaching the disadvantaged, much of the recruitment was done through the Community Action Agency. Of the 12 successful candidates, only one did not meet the poverty criteria and therefore was trained solely with state funds.

Trainees entered through a regular open-competitive civil service examination constructed specially for the position, as in the other trainee programs. A passing score on the written test was also accepted by the community college as sufficient evidence of qualification for admission. An interview focusing on motivation, attitude and maturity of judgement of the candidate formed the final screening process.

Once selected, the trainees entered an intensive two-year program involving three days of on-the-job training and two days of classroom instruction at the community college.

With satisfactory completion of the two-year program as certified by the community college and the work supervisor, the trainee was eligible for promotion without further examination to one of four subprofessional positions for which he had been trained: assistant field representative, rehabilitation aide, community employment service worker, or employment counselor aide. These newly developed classes form the intermediate rung on a career ladder leading to professional-level positions in the department.

Under the present work-study program a trainee accumulates 38 semester hours during the two-year period with 32 applicable to an associate of arts degree. Moreover, during the two years the trainee receives incremental pay raises. If any trainees are unable to complete the academic and/or job-training phase of the program, an attempt is made to place them in more appropriate civil service titles or positions in private industry.

A final note on training should be devoted to the apprentice painter program which was developed with the local office of the state civil service in Newark. The purpose was to fill existing manpower needs for painters with the Newark Housing Authority by using talents of the disadvantaged in the local community. A performance aptitude test given in both Spanish and English was constructed for the position of apprentice painter which would measure aptitude rather than achievement. The examination itself entailed "walking scaffolds 30 feet off the ground; picking shades of colors; mixing paints of different colors to match color swatches; the ability to follow simple spoken instructions and a myriad of other problems."

In conjunction with the Patterson union, an on-the-job training program was developed under a federal grant to teach successful applicants necessary skills and provide advancement opportunities to the journeyman level. The program has been so successful, both in the placement of the disadvantaged and in their performance on the job, that it is now being expanded to include such positions as apprentice carpenters, electricians and plumbers.

CURRENT ACTIVITIES...

The achievements just described indicate the variety and extent of changes which are taking place in New Jersey's civil service system as a result of the Career Development Program. In addition to its regular functions, the staff has begun work with officials in Model Cities programs throughout the state to develop sound and effective personnel policies and career opportunities for those individuals employed in Model Cities projects from the target areas.

CONCLUSION...

The strategy of New Jersey's Career Development Program, working within the civil service structure, has been to: (1) locate areas of converging needs where the manpower shortages of government agencies and the employment problems of the disadvantaged might be simultaneously resolved; (2) carefully evaluate and remove personnel procedures which have tended to exclude qualified personnel from civil service positions; (3) develop the programs and procedures which would make available to the disadvantaged the opportunities for permanent career positions in an open-competitive system not only now but in the future as well.

The program has shown that such a soundly formulated plan of action, executed by a competent and dedicated staff and a cooperative civil service, can locate the major problem areas and devise workable solutions. The extent to which these changes have been executed, however, has been very much dependent on the firm commitment from the Governor's office, in the form of his personal endorsement, legislative support and specific recommendations to his department commissioners which has insured the cooperation of operating agencies. Such commitment has created an atmosphere in which a viable strategy for change could have significant impact.

REVIEW OF JOB SPECIFICATIONS - AN INNOVATIVE APPROACH

How often does your jurisdiction review qualifications for its civil service positions?

...Are present requirements of education and experience realistic or overly demanding in terms of the actual tasks?

...Is there adequate provision for employee advancement in a job series; for example, the opportunity to acquire sufficient on-the-job experience to advance to a higher position?

...Do specifications allow for mobility of a worker among related job categories?

...Is the job as described, in fact, still relevant to the work of the agency?

These are only a few of the issues which civil service systems should examine yearly in relation to their hiring and promotional practices if they are to remain responsive to their agencies' needs and properly use the available talent of their citizenry.

Unfortunately, many think the review of job specifications a tedious and deadly dull exercise. A group of classification analysts may tackle it only once every several years. All too frequently, little or no communication exists with other vital personnel units or operating departments.

As a remedy, the New Jersey Department of Civil Service developed a process of monthly specifications review for local jurisdictions (21 of the 22 counties, and approximately one-half of the major municipalities). When a local jurisdiction requests job examinations, the pertinent job specifications go on the agenda of a special committee for their monthly review meeting. This systematic approach has unblocked an unmanageable backlog. More importantly, it has substantially improved the much-needed coordination and exchange of ideas among personnel units which write specifications and those which develop corresponding announcements and examinations for the revised positions.

CONDUCT OF THE MEETINGS ...

Participating in the monthly meetings is a representative from each of the three local offices of state civil service with the director of local operations in Newark presiding. Also taking part are the chief classification specialist for local jurisdictions; the personnel technician who rewrites the specifications; and a representative from the Examination Division of state civil service in Trenton whose unit will develop the appropriate test and announcement bulletins, and screen applicants using information provided in the job specifications.

Another member of the regular group is the career development specialist, assigned to local jurisdictions. She is daily concerned with the removal of unrealistic requirements which may exclude qualified persons, particularly the disadvantaged, from civil service employment. Where warranted, the panel will solicit additional information from local appointing authorities and professional and licensing boards.

The group reviews all job specifications for examination announcements to be issued during the following month. It evaluates the entire specification of each job, paying particular attention to requirements of education, experience and licensing as they relate to the actual job description, comparable requirements for similar positions, and the requisites for other positions in the same job series.

When the panel decides that any of these qualifying statements or other portions of the specifications are unrealistic or inadequate in terms of minimum requirements for the job, it either revises the specification accordingly, or places it in hold status, should further investigation be necessary.

INVOLVEMENT OF THE EXAMINATION DIVISION...

At this juncture, the involvement of the Examination Division becomes essential. There must be a clear understanding between classification and examination personnel as to the intent of the language in the specification. With this prior consultation, it is often possible to avoid the use of inappropriate testing and selection procedures.

As a result of these discussions, the panel has made a number of revisions. For instance, they have recognized the need to clarify the meaning of the term "x years experience" which so frequently appears on job specifications and announcement bulletins. Now the announcement clearly indicates when informal exposure to job skills may take the place of full-time paid experience. In addition, the panel is taking a closer look at the vaguely worded category of knowledge and abilities in an attempt to remove restrictive language which may result in over-demanding selection procedures.

A case in point is the recent revision of a specification for a mechanical broommaker whose job was described:

> DEFINITION: Under direction, strips and cleans old brooms for use in making new brooms for sweepers for the Road Department; does related work as required.
>
> EXAMPLES OF WORK: Sets up old brooms on broom machine; cleans and oils cables of broom machine; sees that brooms are of uniform size and appearance to fit each type of motor sweeper; makes varied types of brooms such as main brooms, steel brooms and gutter brooms; sees that machine is kept in proper working order; keeps record of work done, time spent and materials used.

The panel chose to eliminate the statement "some knowledge of the workings of simple machinery" from the specification since it was unnecessary for adequate performance, and would have indicated a test of a more technical nature than was actually warranted.

RESULTS OF MONTHLY MEETINGS...

Since beginning the monthly reviews, the panel has adopted certain general revisions for a large number of job classifications. Of the 500 titles examined during 1968, the panel revised 169, using the following three changes to admit qualified candidates previously excluded by educational prerequisites.

REVISED SPECIFICATIONS

CHANGED FROM:

Graduation from High School, or Vocational High School, or possession of an approved High School Equivalent Certificate.

CHANGED TO:

Graduation from High School, or Vocational High School, or possession of an approved High School Equivalent Certificate, or any equivalency in education and experience.

ACCOUNT CLERK

AIDE TO COUNCILMAN

ANIMAL KEEPER

ASSESSING AIDE

ASSESSING CLERK

ASSISTANT COLLECTOR OF DELINQUENT PERSONAL TAXES

ASSISTANT HOSPITAL FIRE INSPECTOR

ASSISTANT LUNCHEONETTE SUPERVISOR

ASSISTANT MEDICAL RECORD LIBRARY

ASSISTANT MUNICIPAL CLERK

ASSISTANT PUBLIC WORKS SUPERINTENDENT

ASSISTANT PURCHASING AGENT

ASSISTANT STREET SUPERINTENDENT

ASSISTANT VIOLATIONS CLERK

ASSISTANT WATER SUPERINTENDENT

BUILDINGS SUPERINTENDENT

CASHIER

CLAIMS EXAMINER (WORKMEN'S COMPENSATION)

CLERK

CLERK BOOKKEEPER

CLERK DRIVER

CLERK ENUMERATOR

CLERK PLANNING BOARD

CLERK STENOGRAPHER

CLERK TRANSCRIBER

COLLECTOR OF DELINQUENT ACCOUNTS

COMPLAINT INVESTIGATOR

COMMUNITY SERVICE AIDE

COORDINATOR OF MAINTENANCE SERVICES

COUNTY CORRECTION OFFICER

DEPUTY MUNICIPAL COURT CLERK

DIRECTOR, DIVISION OF PENSIONS

DOCKET CLERK

ELECTIONS CLERK

ENGINEERING DRAFTSMAN

FIELD REPRESENTATIVE, COUNTY BOARD OF TAXATION

CHANGED FROM:

Graduation from High School, or Vocational High School, or possession of an approved High School Equivalent Certificate.

CHANGED TO:

Ability to read and write English.

ASSISTANT TRAFFIC MAINTENANCE FOREMAN

BUS ATTENDANT

CHIEF CONSTRUCTION INSPECTOR

COOK

DARK ROOM AIDE
ELECTRICAL INSPECTOR
JUNIOR LIBRARY CLERK
MAINTENANCE SUPERINTENDENT
MULTILITH OPERATOR
MUSEUM ATTENDANT
PHYSICAL THERAPY AIDE
PUBLIC WORKS GENERAL FOREMAN
ROAD INSPECTOR
SENIOR ADDRESSOGRAPH MACHINE OPERATOR
SENIOR COOK
SEWER INSPECTOR
STREET & SEWER INSPECTOR
STREET & SIDEWALK INSPECTOR
STREET INSPECTOR
TRAFFIC SIGNAL ELECTRICIANS HELPER
TRAFFIC SIGNAL ELECTRICIAN
TRAFFIC SIGNAL MECHANIC
TRAFFIC SIGNAL REPAIRMAN
TREE SURGEON

CHANGED FROM:

Graduation from eighth grade.

CHANGED TO:

Ability to read and write English

ASSISTANT CHIEF MECHANIC
ASSISTANT HOSPITAL CHARGE ATTENDANT
ASSISTANT WATER FOREMAN
ASSISTANT WATER REPAIRMAN FOREMAN
BOOKBINDER
CANTEEN CLERK
CUSTODIAL FIREMAN
CUSTODIAL WORKER
CUSTODIAN
DOCKMASTER
GREENS SUPERINTENDENT
METER READER
SANITATION INSPECTOR
SENIOR PARK CARETAKEN
SENIOR REPAIRMAN
WATER FOREMAN
WATER METER READER

Other revisions have been less generally applied but are equally significant. Where possible, the panel has allowed the substitution of experience for education on a year-for-year basis. In other cases, educational requirements have been made more meaningful by replacing the general high school prerequisite with a specified and approved program of technical training, i.e., a two-year approved course for x-ray technicians. In instances where a state license is required, the panel has eliminated the enumeration of educational requirements which may have proved more stringent than those deemed necessary by the state licensing board. By the same token, specifications now reflect only the highest level of education required. This permits great flexibility in weighing a candidate's background and experience. Thus, to qualify as a senior graphic artist, an individual must have acquired two years of training in commercial and art design at an accredited art school or college -- no longer is mention made of a high school diploma! With the advent of the community college and its relaxed entrance requirements, this measure could have even greater significance in years to come.

One additional area of exploration deserves attention. As a general practice, the panel is now investigating all cases where membership in a related professional organization was previously listed as a prerequisite for employment in a civil service position, i.e., membership in the American Board of Plastic Surgeons. They question whether criteria for acceptance with the organization is also relevant selection criteria for public service employment.

CONCLUSION...

The entire list of changes is too numerous to mention, but these examples should indicate trends in the revision of specifications in New Jersey. Individually and as a group, the panel has been concerned with the development of meaningful and relevant job specifications which accurately describe the minimum requirements necessary to compete for a particular civil service position. The fact that many requirements have been reduced indicates that jobs and qualifications periodically change and the system must likewise reflect those changes.

New Jersey's approach has been a success in resolving a burdensome but critical problem for two reasons which are worth repeating:

1. the monthly review of specifications for job openings insures that requirements for current job vacancies will be reviewed at least yearly if not more frequently; and
2. the diversified membership of the panel has permitted a close cooperation and exchange of ideas among Personnel Department members concerned with all the vital aspects of hiring.

THE MICHIGAN STORY ON EMPLOYMENT OF THE DISADVANTAGED

Franklin K. DeWald
State Personnel Director
State of Michigan

When the self-executing civil service amendment establishing Michigan's state merit system was first put into the State Constitution by public referendum in 1941, one responsibility spelled out for the Commission was to see to it that "No removals from or demotions in the state civil service shall be made for partisan, racial, or religious considerations."

Michigan's Constitutional Convention of 1961-62 added the words "appointments, promotions" to the sentence, apparently for emphasis. Another part of the provision spells out that qualifications of all candidates for positions shall be determined "by open-competitive examination and performance exclusively on the basis of merit, efficiency, and fitness."

So, long before the drive for state and national civil rights legislation, the Michigan Civil Service Commission had a direct responsibility as an equal opportunity employer.

This is not to say that the state civil service system did not practice a form of discrimination. The very nature of the constitutional mandate to recruit, select, appoint and promote individuals on the basis of merit, efficiency and fitness implied a form of discrimination as a means of selecting the best-qualified person to fill a given job. In times of an abundance of candidates, we were sometimes inclined to use standards which outdistanced job requirements. This undoubtedly worked to the disadvantage of some minority group applicants not technically and psychologically equipped to compete as equals in our exam process because of inferior education, previous lack of employment opportunities, or other problems common to racial discrimination. On the other hand, during periods of a tight labor market when screening standards have had to be adjusted downward in order to "screen in" a sufficient number of applicants to meet our entry-level needs, the problem has tended to diminish.

A MORE CRITICAL LOOK...

Despite our long-standing constitutional mandate to function as an equal opportunity employer, emergence of the civil rights movement in the early 1960's did prompt the Michigan Civil Service Commission to reexamine its total employment program as it affected the disadvantaged. The Commission sought a balanced approach which recognized both: (1) the need to make certain that otherwise qualified individuals were not being denied employment opportunities because of existing artificial barriers; and (2) the need for state service to assume its fair share of society's obligation to the less-qualified person who has been severely handicapped due to a variety of complex socio-economic circumstances.

Fundamental to this undertaking and to the discussion of providing employment opportunities for the disadvantaged was the question "who are the disadvantaged?" Last year the Michigan Chapter of Public Personnel Association appointed a special committee to address itself, among other things, to this very question. This committee formulated two working concepts to use in defining the "disadvantaged" in the employment sense: (1) the procedurally disadvantaged -- these, according to the committee, are individuals who are fully competent to do the job and become fully productive employees now or after a short breaking-in period, but are effectively eliminated from employment consideration because of certain "procedural" barriers as performance on a non-relevant written examination, lack of educational prerequisites, lack of certain occupational credentials, minor prison records, etc.; (2) substantively disadvantaged -- defined by the committee as people who lack any of the qualifications necessary to perform satisfactorily on the job, except perhaps after considerable training or retraining, because of inadequate education, lack of motivation resulting in poor work habits and attitudes, etc.

At the outset, it was apparent that a large percentage of the procedurally and substantively disadvantaged were among the state's non-white minority groups. An important part in development of an action program to deal with the problem involved assembling facts.

RACIAL INVENTORY...

In early 1964, following October 15, 1963 Commission action, Michigan started an inventory of its classified non-white state employees to help the Commission identify problems of racial imbalance and chart any subsequent progress which might result from planned efforts. Prior to this date, any racial note on an employee's records was prohibited. A January 1964 letter to principal departments reaffirmed the Commission's policy of equal employment opportunity, announced that a non-white count was to be made of all employees by class and class level, and that all new hires must be identified by race effective March 1, 1964.

This directive was amended May 2, 1964, to include all promotional appointments as well. An initial report on findings came out in June 1964, and revealed in part that:

...Non-whites made up 9.4%,--or 736,952--of Michigan's total population, and 8.6%--or 2,711--of its total (31,565) classified service work force.

...State classified non-white employment in Wayne County was 33.7% of the work force, higher proportionately than the non-white population of Wayne County reported at 20.1% of the population.

...Non-white incumbents were serving in 306 of our 2,000 classes of positions. Jobs in these classes ranged from laborer to executive, from attendant to psychiatrist, and from tree trimmer to administrative engineer.

...The median level for non-whites was at the 03 level, compared with the 05 level for whites.

...The median annual salary for non-whites was $4,714 compared to $5,513 for whites, a difference of about $800 annually for the two groups.

ECONOMIC OPPORTUNITY ACT...

With the 1964 Economic Opportunity Act opening up new training avenues for the severely unemployed and underemployed, the Commission sought to encourage and make it possible for principal departments to become actively involved in this federally-directed effort. Thus, a letter to principal departments was issued March 22, 1965, authorizing departments to provide on-the-job training in jobs which would not otherwise be performed by classified employees for Neighborhood Youth Corp trainees under Title I, Part B, and for college students under Title I, Part C of the Act.

This notice provided for the use of exempt positions with salaries paid through the contractual method, and set the beginning pay rate at $1.25 per hour.

At about this time the Commission entered into a cooperative arrangement with the Catholic Adult Training Center of Lansing to assign over 18 trainees from the center's anti-poverty program to several state agencies for office experience, with the Center assuming responsibility for defraying training costs.

In 1966 Governor George Romney announced an Affirmative Action Research Program in equal employment opportunity which was being launched jointly by the Departments of Civil Rights and Civil Service. The program included seven basic elements:

1. Racial identification of all applicants (for review of the effect of race in recruitment, examination and appointment).
2. A study of availability patterns of whites and non-whites.
3. A study of the effects of the "rule-of-three" upon appointment of whites and non-whites.
4. An analysis of promotional patterns.
5. A review of job specifications and examinations to assure equal opportunity to all.
6. An immediate expansion and evaluation of recruitment activities among minority groups.
7. A continued study of racial employment patterns in the state service.

To further demonstrate its determination to play a leading role in this most vital area, the commission established a Special Employment Program May 15, 1967. It thereby gained a staff member devoting full time to recruitment and placement of the disadvantaged and to the Equal Opportunity Program. It was thus intended that this unit would work with such groups as the mentally and physically handicapped, Cuban refugees, non-white minorities, the partially and legally blind, and state prisioners participating in the Correction Department's Work-Pass or Released-Time program. Since starting, this unit has:

1. Developed a Special Employment Program for the hard core unemployed.
2. Conducted a Special Recruitment Program for state police troopers involving:
    a. A review of the state's recruitment efforts before 1967 and of the total exam process.

b. Person-to-person contacts in non-white communities to open up new channels of communication and achieve greater community involvement and assistance.

c. A pre-test training project for applicants who had been unable to pass the written test for this class.

d. Broad usage of the mass news media beamed to the non-white community--including use of TV, taped spot announcements over non-white radio stations, bold print ads in non-white newspapers, etc.

e. A special examination, whereby the written test was temporarily eliminated as an exclusion factor, as part of a test validation study.

3. Expanded recruitment activities geared to the college graduate to include on-campus recruiting and testing at eight Negro colleges and universities located in Nashville, Tennessee; Atlanta, Georgia; and Charlotte, North Carolina.

4. Worked with the examination, classification and other technical units on matters which have some impact on the hiring of disadvantaged groups.

5. Cooperated with the Departments of Social Services and Labor (Michigan Employment Security Commission) in developing and establishing sub-professional positions as a means of implementing 1968 Amendments to the Social Security Act (including the Work Incentive Training Program).

IMPEDIMENTS ENCOUNTERED...

Michigan has had to face up to a multitude of barriers in its attempts to open up new employment opportunities for the disadvantaged. Here are a few of the more critical ones:

1. Our constitutional obligation which mandates that classified positions be filled solely on the basis of merit, efficiency and fitness.

2. Inability of a large percentage of applicants, especially the "substantively disadvantaged," to pass written tests or to pass them with scores high enough for certification for permanent employment.

3. Lack of funds to defray training and salary costs.

4. Insufficient staff to devote time at the operating or departmental level to take a closer look at and reengineer or restructure jobs as a means of developing new career opportunities.

5. Lack of applicant mobility.

6. Background requirements in certain critical jobs areas, such as law enforcement, which are difficult to change.

7. Public and employee resistance on the grounds that standards are being lowered, and that this is in direct conflict with established merit concepts.

8. Charges of reverse discrimination for according special attention and extra services to minority group individuals in the absence of similar efforts to assist the majority group.

9. Established patterns of experience and education in some classes of positions where non-whites, because of society's past discriminatory hiring practices and its failures to provide equal opportunities for all, have not had an opportunity to gain the necessary training and experience.

10. Reluctance of many minority group members to train for and make application for jobs which have been traditionally denied them.

EXAMPLES OF HOW BARRIERS HAVE BEEN OVERCOME...

Despite these impediments, we have made progress beyond tokenism. This is because we have asked ourselves, "how can changes be made in our existing system to meet our responsibilities in this area?" rather than to sit back and complain about the reasons we can't make the system responsive and flexible enough to accomplish our objectives.

To assist applicants unable to compete in our regular examination process we have resorted to:

1. Use of the contractual services arrangement (exempt positions) for training purposes.

2. Experimentation with pre-test training classes as a means of exposing applicants to test-wiseness and eliminating fears associated with taking written tests.

3. Establishment of special classifications (blind typist, special worker, employment interviewer aide, homemaker, etc.) specifically designed to accommodate the disadvantaged applicant.

4. Use of fewer written tests and greater reliance on experience and education only for certain entry-level jobs as janitor, housemother, boys supervisor, highway laborer, etc.

5. Experimentation with the use of video taped interviews and on-the-spot examinations at southern Negro colleges and universities to eliminate the necessity for applicants to travel to Michigan for testing and the employment interview.

6. Active encouragement of non-white employees to refer friends for openings. This approach was our most effective recruitment source.

NUMBER OF DISADVANTAGED BROUGHT INTO THE PUBLIC SERVICE...

Since our initial racial study was published in 1964, the following patterns have emerged:

1. There has been a net increase of 2,561 non-whites (between 1964 and 1968) or 94%, compared with an increase of 10,255 whites or 36%.

2. In 1964, non-whites represented 8.6% of our work force compared to 11.9% in 1968 and the 9.6% they represent in the state's total population.

3. Today, 22% of our classes have non-white incumbents in contrast to 15% in 1964.

4. The median class level for non-whites in 1968 was at the 04 level as compared to the 03 level in 1964.

Finally, close to 500 "substantively-disadvantaged" individuals have been involved in one or more of our training programs in the 1969 fiscal year: 350 in a regular or school drop-out Neighborhood Youth Corp Program, 18 in an in-school Neighborhood Youth Corp Program, 24 in a Youth Opportunity Program, 58 in a Michigan Work-Training Program and 46 in a Special Employment Program for the Hard-Core Unemployed. Of the 46 in the Hard-Core Program, 12 have passed one or more civil service examinations, 20 have left the program for various reasons and 26 were still employed at the time of our last report.

PROSPECTS FOR FURTHER DEVELOPMENTS...

The manpower pool in Michigan, and indeed the nation, is in a constant state of change. Looking ahead to the 1970's and 1980's, we can expect a need for more employees and more skilled employees to meet expanded programming and services in the public sector. This anticipated growth provides both an unlimited opportunity and a challenge for the public sector as it seeks to work hand in hand with private industry to assure equal employment opportunities for all.

To be sure, there is certainly much unfinished business to be dealt with in this area if we expect to bring larger numbers from disadvantaged groups into the mainstream of state classified service. From where we sit, the availability of federal and state funds will be a continuing problem to overcome. Assuming that this critical problem is solved, Michigan looks forward to an expansion of its limited start through:

1. Development and implementation of a new careers program on a state-wide basis.

2. Better coordination of training efforts based on the state's manpower needs and resultant from new concepts developed through the Cooperative Area Manpower Planning Committee approach.

3. The creation of new para-professional positions resulting from the Work Incentive Training Program and federal requirements that the Department of Social Services include these types of positions as a part of its state plan.

4. Increased recruitment efforts at southern Negro colleges and universities augmented by use of video taped interviews to increase our ability to compete more effectively with the private sector for applicants from this source.

5. Continuing internal evaluation of on-going programs.

6. Further experimentation with the concept of hiring professionally trained women on a part-time basis.

In summary, the Michigan Civil Service Commission is convinced that resolution of the problems of employing the disadvantaged can only be accomplished through a willingness to change and "...a devotion to the public interest in all groups, both public and private, concerned with the problems of joblessness, underemployment and poverty." Public managers cannot rely on past precedent. They must improvise to cope with the difficult problems in this area which appear to defy solution. Willingness to change, to seek out positive answers and to be innovative has been the common denominator in all our planning and programming to date. It will certainly form the cornerstone for future efforts.

WASHINGTON STATE – A NEW CAREERS APPROACH

INTRODUCTION...

With a limited amount of federal funds, the Washington State Office of Economic Opportunity, in cooperation with the State Department of Personnel, launched a New Careers Program in June 1968, which has not only introduced new employment and career opportunities for the disadvantaged in state service, but has also been a vehicle for introducing changes into the entire state personnel system.

As intended, the program developed a series of subprofessional career ladders in human-service areas which provide alternate routes to professional status for those who have been excluded by traditional or conventional means of advancement. Since these positions represent permanent additions to the state personnel structure, the program will benefit far more than the one hundred or so New Careerists who have initially participated in the project. Moreover, the positive contribution of these subprofessionals to the functioning of their agencies has led to a reexamination of over-all selection and promotion policies and staffing patterns within state service, with the intention of removing artificial barriers where they exist and of using the talents of all available manpower more effectively.

The New Careers Project had its beginnings with a pilot program developed in December 1967, by the Seattle Community Action Agency and the regional office of the Department of Public Assistance. This initial and innovative attempt to introduce New Careers in state service was funded from a variety of state and federal sources. It was designed to train disadvantaged persons, mostly welfare recipients, for paraprofessional positions leading eventually to casework careers within the department. During this time, the concept of a statewide program involving not one but several agencies was proposed by the State Office of Economic Opportunity in Olympia, and endorsed by the Administration and the Department of Personnel.

By June 1968, the project had received federal New Careers funds for implementing the program in nine state agencies, including the Employment Service and the Departments of Public Assistance, Vocational Rehabilitation, Planning and Community Affairs, Health, Personnel and Institutions. By November 1968, the Seattle Community Action Agency had itself obtained New Careers monies to develop a variety of projects, in conjunction with the over-all state program, including programs with the Regional Office of Public Assistance and the Department of Institutions.

NEW CAREERS STRATEGY...

The program was implemented readily in state agencies by designing one general subprofessional career ladder which could be used for any of the human-service occupations throughout state service. This approach, which eliminated the administrative bottleneck of devising individual occupational titles and career ladders for each agency, was based on sound organizational theory as well as expediency. Since there seemed to be a generic similarity in the subprofessional functions of all social-service areas, general personnel classifications could be developed to cover the field and permit greater flexibility and mobility for the individual as he progressed in his career.

Using this reasoning, a subprofessional ladder was approved consisting of a three-step series: social service assistant I, II, and III. These classifications, although uniform for all agencies, provided the necessary internal flexibility in training, education and job description for each occupational area. For example, the social service assistant I was an on-the-job trainee, who worked under close supervision, attended designated educational classes and performed related tasks to familiarize him with the nature of the work. Knowledge and abilities required for this position were an understanding of the needs, problems and attitudes of disadvantaged persons and their community environment, as well as the personal attributes of reliability, conscientiousness and the ability and willingness to learn simple and repetitive office tasks. Minimum qualification was eligibility for training programs financed by the federal government under the poverty program.

The social service assistant II was an "oriented trainee" who received continued training and, under general supervision, performed increasingly independent tasks which supported the work of professional employees and freed them from performing these duties. He was expected to have a knowledge of community structure and resources related to employment and employability, appropriate written and spoken English, and basic arithmetic skills. Qualifications included completion of high school or a work-study program and six months as a social service assistant I or its equivalent, as well as meeting the eligibility requirements for social service assistant I.

The last step of this subprofessional career ladder was that of social service assistant III, a trained assistant, performing paraprofessional duties in offices providing direct services to the community. At this stage, the individual was expected to organize and present ideas in a clear and effective manner, work directly with members of the disadvantaged community, and interpret their individual and community needs to the professional staff. Minimum qualifications were one year of experience equivalent to a social service assistant II and previous eligibility for social service assistant I.

In each case, the minimum qualifications for the positions were written to benefit those with little formal education and to make sure that disadvantaged persons would benefit from these employment opportunities. Each department was then responsible for developing its own internal job descriptions and training programs for particular job categories. In many respects, this approach is no different from any general professional trainee series of program assistant or management intern at the beginning professional level. In both instances, the official job titles are used primarily for personnel purposes while the working titles reflect the actual job being performed.

In using this approach, the State Office of Economic Opportunity took additional steps to insure the development of a viable training and employment program. Each agency participating in the New Careers program agreed to (a) employ x number of enrollees within the state civil service at the classification of social service assistant; (b) develop opportunities for these enrollees so that they might advance within state civil service systems to professional status upon successful job performance and educational attainment; (c) provide enrollees with written descriptions of the specific duties related to their working titles within the agencies; (d) provide in-service training necessary for enrollees to perform their duties; (e) provide the enrollees with time away from job duties so that they might take academic courses, skill training and other such education and/or training courses as might be mutually agreed to by contractor or agency; (f) insure the cooperation of supervisors and other staff personnel responsible for implementation of the program. The state OEO, in turn, as project sponsor agreed to assist with this program, particularly in developing educational and training courses, providing pre-service orientation for enrollees, and supportive services as necessary, including individual and group counseling, tutoring, medical examinations and assistance in the utilization of community resources.

Recruitment for New Careers positions was carried out by four area coordinators for the project, with assistance from the Community Action Agency, city multipurpose centers, the Departments of Public Assistance and Employment Security and other public and private agencies providing services to the disadvantaged. The selection process was designed not only to meet civil service requirements but also to evaluate the interest and potential of the disadvantaged candidate.

Initial screening eliminated those with severe mental and physical disabilities, and those who did not meet the poverty criteria. The remaining candidates were then interviewed by a three-man panel consisting of a member of the project staff, a member of the local Community Action Agency, and a representative of the employing agency. Since there were no prerequisites of education or training for the SSA I position, selection was based on the candidate's motivation, interest and knowledge of community problems and resources. From the panel's ranking of candidates, official employment lists were compiled from which agencies filled vacancies as they occurred. Promotion from a social service assistant I to II was based on monthly reports and evaluations of the trainee's progress rather than on written or oral examination. Promotion to the SSA III level included an evaluation of performance as well as an oral interview. Testing procedures and requirements for transition from the subprofessional to the professional level were left up to the individual agencies, which determined the necessary skills and the educational and performance requirements of the particular job category.

INVOLVEMENT OF STATE DEPARTMENT OF PERSONNEL...

The cooperation and assistance of the State Department of Personnel was vital to the success of the program. Basically, the role of Personnel, prior to the initiation of the New Careers project, had been as technical assistance resource and service agency to other operating departments. The department had been a respondent rather than an innovator. In the summer of 1967, at the urging of the Governor, steps were taken to facilitate the hiring of disadvantaged persons; the development of highway and office trainee positions; recruitment through the newly-established multi-center in the inner city area in Seattle; and establishment of a position of inter-group relations specialist within the department. The department is now involved more aggressively, as a result of its participation in implementing the New Careers Program, which will become entirely a state project when federal funds terminate.

From the outset of the project, the department clearly defined its position as that of an enthusiastic supporter of the New Careers concept and committed itself to a leadership role in the development of the program. It supported the redesign of both subprofessional and professional job classifications and the development of intermediate positions which would provide both adequate promotional opportunities for New Careerists and assistance to professional staff. With the cooperation of the sponsoring agency, operating departments and institutions of higher learning, the department decided to develop alternate paths for entrance and advancement in state civil service which would at the same time maintain all the system's principles of merit and competitiveness.

The critical juncture in implementing the program has been the transition from the subprofessional to the professional level, by substituting education and training received in the program for the traditional academic requirements. The Personnel Department, with the support of the Governor and his administration, has placed itself in the forefront of the movement to break credentialing barriers in Washington State. In July 1969, the department requested the following information from each agency participating in the New Careers Program, in order to complete a formal structure of job classifications for social service assistants leading to progressional positions:

1. a plan showing the relationship of the social service assistant series to each entry-level position for which trainees were being prepared

2. a complete description of each new position which might be required for transition from subprofessional to professional level, and

3. a reworking of minimum requirements of existing positions which would be affected by these changes.

The request not only underscored the department's commitment to change but insured that participating agencies would prepare for the eventual transition of social service assistants to professional status, possibly by substituting academic and inservice training for the traditional Bachelor's Degree.

IMPLEMENTING THE PROGRAM...

In the first year, agencies moved at varying rates of speed in implementing the New Careers Program. The Department of Public

Assistance; the Department of Institutions, Division of Parole and Probation, and the Department of Employment Security illustrate the substantial impact and effectiveness of the New Careers approach on the functioning of state agencies.

The Department of Public Assistance: Since its initial involvement in the pilot New Careers project in December 1967, the Department of Public Assistance has instituted several significant changes in its staffing pattern, particularly with regard to using disadvantaged persons in delivering services to clients. Additional impetus came from the Social Security Amendments of 1967, requiring the department to hire welfare recipients in the implementation of its grant-in-aid programs.

The New Careers ladder in the department was directed toward a professional career as a caseworker. A classification plan was approved which now permits an individual to qualify for the entry-level professional position of caseworker I with either the traditional Bachelor's Degree OR an Associate Degree plus two years of social service experience, OR two years as a social service assistant III and 20 semester or 30 quarter hours in one of the social sciences or its equivalent in inservice training. Similar adjustments were made for the positions of caseworker II and III which permit further advancement on the basis of on-the-job experience of one and two years respectively. This acceptance of substitutions for the traditional degree requirements constitutes a major breakthrough in the credential barriers for careers in social service areas.

Continuing this trend, the department has also dropped the requirement of a college education for the eligibility examiner series I, II, III. It is now possible for an individual with a high school education and two years of paid work experience to enter this career ladder at the I level (equivalent to social service assistant III position) and advance to the level of eligibility examiner III through on-the-job experience. This adjustment in requirements has not only increased employment opportunities for the community at large, but has opened new career possibilities for current employees of the department who were previously stymied in dead-end positions.

Thus far, however, the most dramatic impact of the program on the organization and functioning of the department has come about through the use of the social service assistant career ladder to hire and train low-income persons and welfare recipients as paraprofessionals in AFDC programs. Like any New Careerist, these individuals may progress by a sequence of education, training and creditable job performance through the three levels of SSA to the professional caseworker position. Job sampling and/or job experience projects offered through the WIN Program enable the applicant to observe the work setting, programs and activities of the department to determine his interest. In turn, the area office can evaluate the prospective candidate before making a firm commitment of employment.

Social service assistant I constitutes the normal entry-level position for welfare recipients, with no education or experience requirements. Selection is based on the attitude and interest of the applicant, his potential to perform in a service role, and his capability to advance with education and training. In selecting trainees, the department has urged its area offices to give preference to individuals without extensive work experience or skills.

As outlined in the departmental plan, qualifications for an SSA II position are six months as an SSA I, OR attainment of permanent status as an employee in the Department of Public Assistance after completion of a six-month probationary period. For the SSA III level, the trainee must have completed one year as an SSA II OR one and a half years of paid or unpaid experience which has provided knowledge of the community to be served, OR two years of college. This flexibility in the career ladder permits internal promotion through on-the-job training and experience. It also allows for entry from outside the system for those disadvantaged who might have equivalent education and/or experience.

Because SSA I and SSA II positions are for training rather than career purposes, persons can remain in them only six months and one year, respectively. For those without the ability or interest to progress further, the individual supervisor explores possibilities for lateral transfer.

A trainee's assignment is based on his interest as well as the service needs of the area office, and is structured so that he may progress to more difficult and complex tasks. His experience and training prepare him to perform a variety of duties including specialized counseling to clients on subjects such as homemaking, money management, and child care, assistance in the use of community resources and giving information about departmental programs, policies and available services. In short, the SSA is the communication link between caseworker and client. As a result of his life experience, he offers another viewpoint, which may be extremely valuable in diagnosing client needs and prescribing services.

As part of his career development, an SSA I and SSA II attends a community or four-year college at project expense. The goal is 20 semester or 30 quarter hours of credit in the social sciences and work toward the AA degree at the end of the SSA III level. When the trainee reaches the SSA III level, he takes college courses on a cost-reimbursable basis, as do other employees in the department. It is the responsibility of the coordinator in each area office to see that work assignments and academic study complement each other.

The department has identified several new areas of work where nonprofessional staff can make unique contributions. In addition to child care and escort services, the department anticipates using subprofessionals to provide individual attention and organized group activity for nursing home patients; to provide rehabilitation services for disabled assistance cases; to work as part of the treatment team in rehabilitating alcoholics; and to assist in readjustment programs for discharged mental patients. Thus, as would be expected, the introduction of large numbers of paraprofessionals into the department has helped to relieve an overburdened professional staff.

The impact of this program and the New Careers concept on the personnel and staffing policies of the department is primarily due to the strong support and initiative of the Director and his staff. They have felt that disadvantaged persons are in many respects especially able to communicate between the department and its client population, and that one of the best ways to remove persons from welfare is to offer them legitimate employment opportunities. The Social Service Assistant Program has opened new vistas to the poor and generally improved the delivery of services by the Department of Public Assistance.

The Department of Institutions, Division of Parole and Probation: New Careerists in the Parole and Probation Training Project in Seattle are not only members of the poverty population but also previous offenders. In selecting the enrollees the Parole and Probation Office has extended the philosophy of the poor helping the poor to one of offenders helping offenders. The aides have provided a beneficial insight into the poverty sub-culture and have brought to the job a valuable insight into the sub-culture of the correctional institution. In addition to relieving an overburdened professional staff, the aides serve as effective liaison between the community and the Parole and Probation Office.

In addition to on-the-job training, enrollees receive academic courses in local educational facilities to facilitate their progression from social service assistants I, II, and III to the professional status of assistant parole officer. Currently, the entrance requirement for this position is a Bachelor of Arts degree. Alternative routes suggested by the New Careers Research Project would permit a substitution of various combinations of education and experience for the present BA requirement. Thus far, only options 1 and 2 have been approved by the Department of Institutions. Since trainees who become professionals through career ladder 2 will possess not only a BA but four years of experience, the Research Project has also suggested that their unique abilities be recognized by creating new job classifications of parole community specialist, parole aide supervisor and parole and probation officer 2. Each of these job classifications would credit trainees not only for their academic training but also for their accumulated job experience.

Within the Division of Parole and Probation, the New Careerists operate under the guidance of parole and probation officers assisting in gradually more complex duties relating to casework responsibilities. Initially, these include counseling clients, making investigations, writing reports and community relations work. Gradually the enrollee becomes involved in halfway house supervision, pre-release training programs, and a specialized case load of his own. His on-the-job training is supplemented by a specially designed core curriculum as well as by an inservice training program to acquaint him with administrative requirements, use of community resources, interviewing techniques and theories of parole and probation, all part of the normal training for entry-level professionals.

Evaluation by agency personnel from the Seattle New Careers project indicate the successful integration and effectiveness of New Careerists in the Division of Parole and Probation. Agency personnel, for instance, agree that "aides have been a positive force in the office"; "they surpass officers in their ability to establish rapport with clients, which is the key to the success of an officer." While trainees are somewhat limited in their authority, there is often no definable difference between the functions of the aide and of the officer, and they are considered and treated as equals. Officers freely consult with their aides to obtain opinions and viewpoints, and the latter often contribute relevant viewpoints. There is a high degree of esprit de corps which is resulting in an impressively well-functioning team. Assistants have literally opened doors to the central area of the city and emphatically demonstrated the value and potential of the New Careerist concept in the department.

The Department of Employment Security was the first agency to approve officially a substitution of education and experience through the New Careers program for the traditional requirement of a B.A. The program began in August 1968, with 15 New Careerists located throughout the state in six selected Employment Security offices. Presently there are 83 positions allocated, 49 of which have been filled by New Careerists. The department views the program as a unique opportunity to bridge the gap with the poor who have historically received only minimal attention and benefit from the agency's services. New Careerists are bringing to their on-the-job training assignments a fresh and uninhibited point of view of the department's current policies, programs and performances, and thus helping to make agency services more relevant and helpful to the poor.

The entire Employment Service staff plays an intimate role in the functioning of the New Careers program. With the assignment of New Careerists to duties within the department, management defined their relationship with all other staff members, explained the long-range goals of the program and proper use of trainee personnel, and at the same time answered fears that they might usurp the work of the professional staff. This new manpower resource, it was suggested, might lead to reappraisal and redefinition of the role of the professional staff, so that their talents and training could be used more effectively. At the same time, methods used in developing New Careerists might be incorporated into the staff development program for the entire agency.

For the New Careerist the program provides a career ladder, by a combination of graduated work experience, inservice training and college courses, from the entry classification of social service assistant I, through social service assistant II and employment interviewer trainee to the entry-level professional classification of interviewer I. At this level, the New Careerist enters into competition with current Employment Service staff at the professional level.

Trainees are employed 40 hours a week in a combination of three days of work experience and two days of educational courses arranged with local cooperating higher-educational facilities. Each New Careerist has an individualized educational plan coordinated with his work experience. His on-the-job training includes a general orientation to the Employment Security Department, exposure to the local offices and their divisions, preparation of an individualized career development plan and assignment to various work stations in accordance with his program of career development. There is continuous appraisal of each trainee by the interviewer, instructors and supervisors, to help him achieve his vocational goal.

By administrative action of the Washington Department of Employment (the State Personnel Board), credits are given for work experience, inservice staff training and college parallel courses, during the status of employment interviewer trainee. When the trainee has 192 credits, he is certified as eligible to take the interviewer I examination. Should he succeed at this level, he can qualify for interviewer II in approximately 12 months through work experience and participation in advanced inservice staff development courses. Having qualified by State Personnel Board examination for the position of interviewer II, he continues work experience and related inservice staff development sources for an additional 12 months. His upward mobility from this point is limited only by his motivation and his ability to apply and compete with other staff members for opportunities by competitive promotional examination.

With the strong internal support for the New Careerist concept, the Employment Security Department has been able to construct a viable professional career ladder through rigorous task analysis followed by an appropriate program of work experience and academic training to prepare enrollees sufficiently for advancement. In the process, it also has scored a major victory in removing the artificial barrier of the B.A. degree as a necessity for entry-level professional classes.

FUTURE PROSPECTS FOR WASHINGTON STATE CIVIL SERVICE...

Similar subprofessional career ladders have been proposed by the New Careers project for other participating agencies. In each case, an alternate route to professionalism has been provided through a combination of two years of academic training coupled with on-the-job training and work experience. The implications of this substitution for the B.A. degree are highly significant not only for future employment opportunities for the disadvantaged but also in terms of the projected manpower needs of the public service agencies for the next ten years.

There is, however, much to be done before such proposals become reality. Experience in the first year-and-a-half of the Washington New Careers project has demonstrated conclusively the need for careful task analysis as the basis for constructing any new subprofessional and/or professional positions. Only in this way can occupational areas be defined which are relevant not only to the individual but to the agency function as well. By isolating the functions of the job and the skills and knowledge needed to perform the work, meaningful career ladders can be developed and necessary on-the-job training, work experience and academic curriculum provided to insure advancement of the individual. Both the New Careers project in Olympia and the New Careers Research Project in Seattle have undertaken studies in this direction. From the information gained in task analysis, both groups have been able to provide concrete job descriptions which reflect the actual work being done and allow for the development of criteria upon which to base the performance evaluation of an employee's progress.

Within Washington State, cooperation of both junior college systems and four-year higher education institutions has helped in developing flexible curricula to meet the prescribed needs of recently defined career goals. Bellevue Community College is awarding college credits to New Careerists for their job training and work experience which can be applied to an Associate of Arts degree in Human Services. Seattle University, in turn, is accepting individuals with this degree as juniors and as candidates for the Bachelor's degree in Community Service. Here again, credit is given for work experience and on-the-job training. These major breakthroughs by the academic community have not only created a more relevant curricula but have officially proclaimed the worth of field experience as an essential part of a broad range of academic programs.

Lessons learned in the New Careers program are now being transferred to other facets of personnel structure within the state civil service. The introduction of New Careers positions into state agencies has generated a reexamination of the duties presently performed by over-burdened professionals and the possible creation of career development programs which open up present dead-end classifications. As a step in this direction, the Department of Personnel has proposed a total review of entry requirements, examination processes and opportunities for lateral and upward mobility in present job classifications. The eventual goal is job analysis of the entire state personnel system to achieve a more realistic structuring of job classifications and promotional channels. There is little question but that the New Careers program has had a substantial impact on the civil service employment system in Washington State. Coupled with the strong support of the administration, the Department of Personnel and operating state agencies, it is likely that Washington will continue to remain in the forefront of innovative personnel policies for the employment of the disadvantaged and for the maximum utilization of all human resources in state service.

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